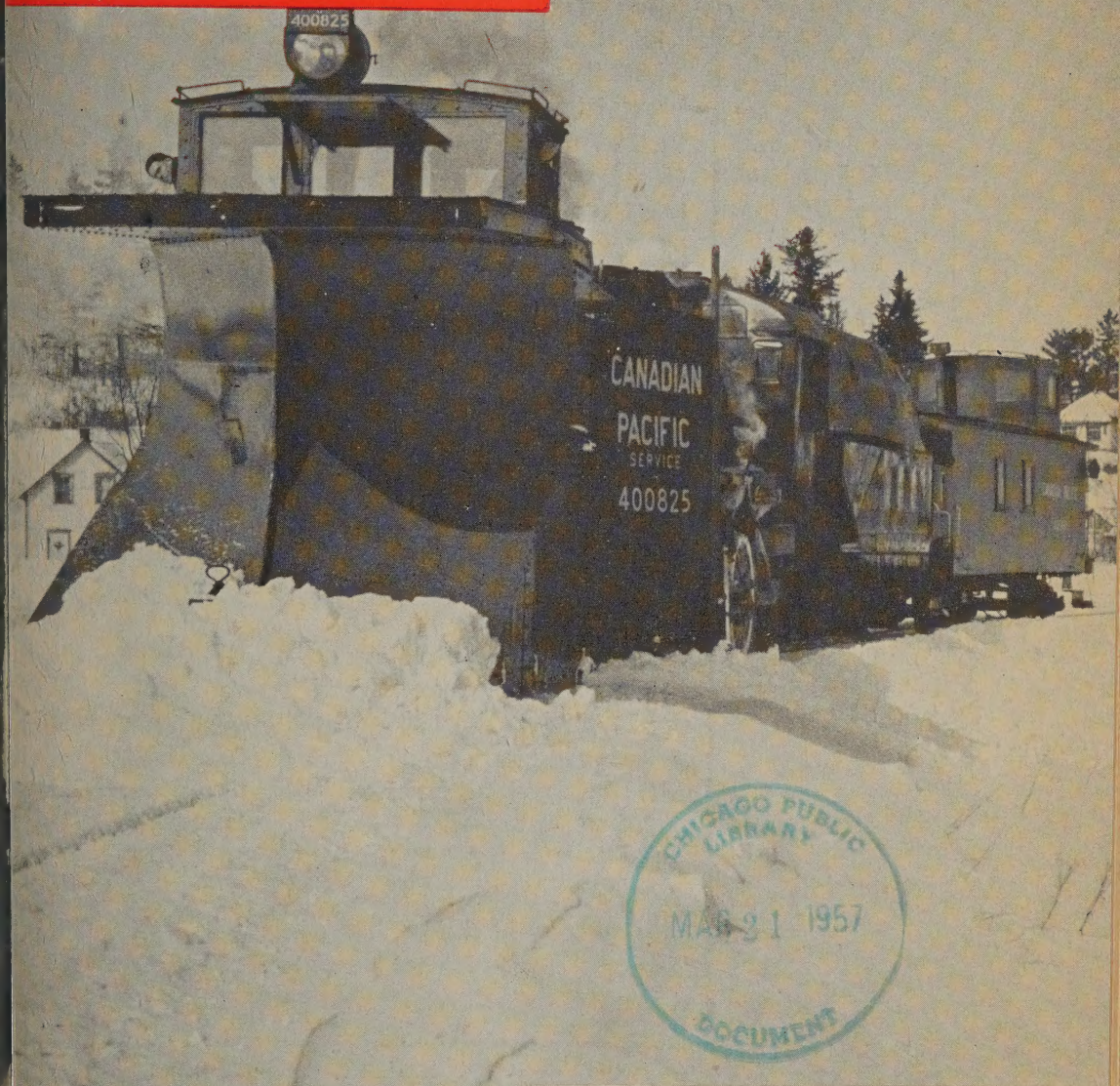




THE

# ABOUR GAZETTE



The CPR Firemen's Strike (p. 159)

Published Monthly by the

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FEBRUARY 1957

# THE LABOUR GAZETTE

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Hon. Milton F. Gregg, Minister

A. H. Brown, Deputy Minister

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## manpower and labour relations

### REVIEW

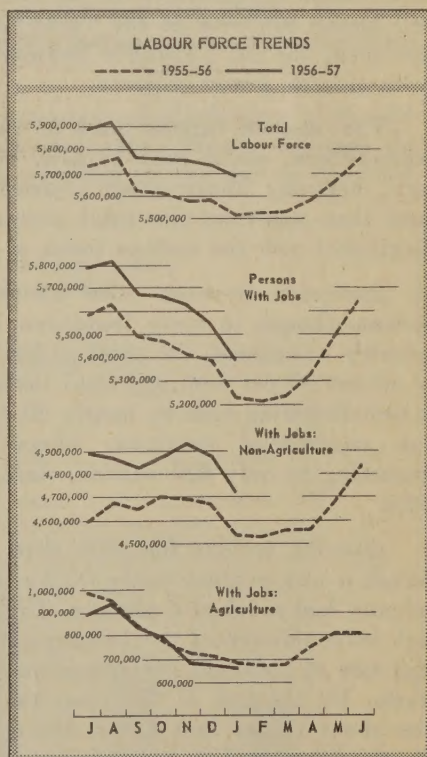
Economics and Research Branch, Department of Labour, Canada

#### Current Manpower Situation

**E**MPLOYMENT dropped sharply in January as a result of the usual slackening in retail trade and in construction and other outdoor activities. In non-agricultural industries, the decline was greater than it has been for some years. Consequently, unemployment increased more rapidly than usual, rising above the year-earlier total for the first time in almost two years.

At January 19, 1957, persons with jobs were estimated at 5,393,000, some 162,000 fewer than in mid-December, but 162,000 more than a year earlier. Non-farm employment decreased by an estimated 153,000 but was still 179,000 higher than in January 1956. Persons without jobs and seeking work rose to an estimated 303,000, some 17,000 more than a year earlier. Registrations for employment at NES offices were also higher than in January 1956.

The increase in unemployment came primarily from such seasonal industries as trade, construction, lumbering and logging, and transportation. Heavy layoffs are usual in these industries at this time of year but this January they were heavier than they have been for several years, particularly in construction and logging. At the end of January, the number of construction workers registered at National Employment Service offices was almost 26,000 higher than last year, and that of lumbering and logging workers almost 10,000 higher.



**A Monthly Labour Gazette Feature**

In manufacturing generally, employment appeared to be about the same, or perhaps slightly higher, than last year. In December 1956, it was 3 per cent higher than a year earlier and in most industries the January layoffs did not appear to be greater than usual. There were, of course, some exceptions, the most notable being lumber manufacturing, which was hit by reductions in both export demand and domestic house-building. Layoffs in other construction material industries, in textiles and in some durable consumer goods manufacturing firms were also somewhat heavier than in past years. In addition, numerous layoffs were reported in the motor vehicles industry but, by and large, these were temporary, caused by either the CPR railway strike or by an adjustment to production schedules.

## Construction in 1956 and 1957

Recently published estimates of private and public investment throw a great deal of light on developments in the construction industry during the past year. The figures show that total investment expenditures in 1956 were \$7.9 billions, of which \$5.3 billions were spent on construction. This accounted for close to 18 per cent of total national expenditures and represented an increase of 23 per cent over expenditures for construction in 1955. Forty-one per cent of the increase in construction expenditures during 1956 was in utilities, much of it in such well known projects as the Trans-Canada and West Coast Transmission pipelines, the St. Lawrence Seaway and Power project and many other hydro-electric power projects.

The second largest part of the increase occurred in government expenditures, which rose by \$187 million, or 24 per cent. In this category, highway construction showed the greatest rise, accounting for more than one-third the total increase. The remainder was fairly well distributed over the various items of government construction.

Increases in most other sectors of the economy were relatively modest, though in some instances large in relation to the size of the industry concerned. In mining, for example, construction outlays rose by almost 50 per cent and total investment by 60 per cent. Expenditures in manufacturing rose by nearly 40 per cent. Another fast-growing sector was commercial services, where construction expenditures, though amounting to only \$20 million, were 60 per cent higher in 1956 than in 1955.

Housing outlays for 1956 were 5 per cent higher than in 1955, although it was evident early in the year that this part of the construction industry had reached a plateau. The volume of work was maintained at a high level throughout the summer and early fall but this was because the high rate of housing completions was offsetting the falling rate of housing starts. By the end of the year, the number of units under construction was about 18 per cent lower than a year before and housing starts were one-third lower. The new estimates show that housing outlays in 1957 are expected to be about 18 per cent lower than in 1956.

The ambitious investment plans of 1956 required large amounts of additional men and materials, and despite record expansion in many

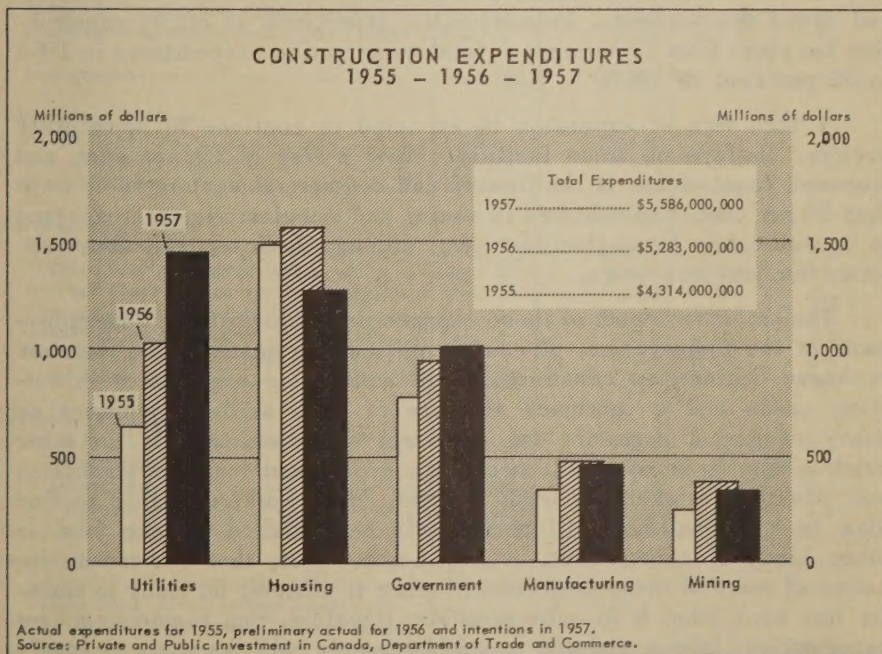
supplying industries the program was in some instances hampered by these physical limitations. Some of the larger dimensions of structural steel were in short supply during most of the year and in some areas projects were held up by delays in the delivery of cement.

### Construction Employment in 1956

At the height of the season in 1956, construction employment was close to 20 per cent higher than a year earlier. The average for the year was 13 per cent higher than in 1955 and 7 per cent higher than in 1952, the previous peak in the industry. The heavy demand for labour attracted a substantial number of new entrants to the labour force and a large number of workers from other industries. In agriculture particularly, severe shortages of labour in most regions this summer were largely attributable to the competing demands of construction contractors. The workers available from these sources, however, were largely unskilled. It was more difficult to expand the supply of skilled workers and in every region there were moderate to severe shortages throughout the season of carpenters, bricklayers, cement finishers, plumbers, structural steel workers and heavy equipment operators.

The heavy transfer of manpower into construction was at least partly stimulated by the relatively high wage scale and, in many outlying projects, the additional earnings from overtime work. Average weekly wages in construction in 1956 rose 10 per cent to \$68.60, a considerably larger increase than in other industries. During the year, construction wages moved from fourth place (behind mining, transportation and manufacturing) to second place.

In the last half of 1956, there were signs of slackening in the industry. Employment fell off somewhat more than usual, although the year-to-year margin was still about 5 per cent at the end of the year.



However, unemployment in the industry was significantly higher than last year. For example, from a low point in October until the end of January, the number of construction workers registered with the NES increased by 147,000; the corresponding figure for the year before was only 125,000. One general reason for this increase is simply that employment in this highly seasonal industry reached a record peak in the summer of 1956. It was to be expected, therefore, that winter unemployment would also be higher than in previous years. The decline in housing construction is, of course, another important element, the effects of which are noticeable in most urban centres. A third factor of considerable importance in some areas is that logging and lumbering have been less active than last year. Consequently, job opportunities were fewer for construction workers accustomed to shift into such work during the winter.

### **Prospects for 1957**

The results of the investment survey indicate that prospects for the coming construction season are good. The estimate of construction expenditures for 1957 is \$5.6 billion, 6 per cent higher than the actual expenditures for 1956. This is a very modest rise when compared with last year's gain, largely because of the decline in anticipated expenditures on housing. It still represents a substantial volume of work, however, and if it were not for last year's record there might be some doubt about the industry's ability to accomplish it.

The increasing importance of utilities in the total investment picture is a notable feature of the intentions reported (see accompanying chart). Last year, utilities accounted for two-fifths of the increase in construction expenditures. This year the expected increase in utilities is \$417 millions, whereas, because of the decline in housing, the increase in the total construction program is only \$303 millions. Two-thirds of this increase in the utilities sector results from the expansion of pipelines and power developments. Proportionally, investment in utility construction has risen from 15 per cent of total construction expenditures in 1954 to 26 per cent in 1957.

A high rate of expansion is expected to continue in some other sectors. Outlays on trade facilities show a rise of 29 per cent, and proposed construction in the finance and commercial sectors is up more than 20 per cent. Expenditures in mining and manufacturing are expected to be moderately lower than last year, although both are well above the totals for previous years.

The probable impact of these changes on employment and unemployment in the industry are, of course, difficult to assess. The increase in heavy engineering construction will mean more employment in outlying areas and a continued shortage of such skilled tradesmen as heavy equipment operators and structural steel workers. On the other hand, a drop in housing will mean less employment for other tradesmen and unskilled workers in urban centres. Most workers unable to find jobs in house-building will undoubtedly be qualified to take jobs in other kinds of construction. It may be, however, that the remote location of many of these projects will make it difficult for many to transfer into such jobs. It is quite possible, therefore, that requirements for construction labour and the available supply will be more unevenly distributed than usual this summer.

# Current Labour Statistics

(Latest available statistics as of February 11, 1957)

Principal Items	Date	Amount	Percentage Change From	
			Previous Month	Previous Year
<i>Manpower</i>				
Total civilian labour force (a).....	Jan. 19	5,696,000	- 0.8	+ 3.2
Total persons with jobs.....	Jan. 19	5,393,000	- 2.9	+ 3.1
At work 35 hours or more.....	Jan. 19	4,831,000	- 4.6	+ 2.7
At work less than 35 hours .....	Jan. 19	417,000	+11.8	+ 4.6
With jobs but not at work.....	Jan. 19	145,000	+19.8	-10.5
With jobs but on short time.....	Jan. 19	43,000	+48.3	+ 7.5
With jobs but laid off full week.....	Jan. 19	22,000	0.0	-15.4
Persons without jobs and seeking work	Jan. 19	303,000	+62.9	+ 5.9
Persons with jobs in agriculture .....	Jan. 19	671,000	- 1.3	- 2.5
Persons with jobs in non-agriculture....	Jan. 19	4,722,000	- 3.1	+ 3.9
Total paid workers.....	Jan. 19	4,307,000	- 3.4	+ 4.9
<i>Registered for work, NES (b)</i>				
Atlantic.....	Jan. 17	78,200	+81.0	+13.0
Quebec .....	Jan. 17	160,300	+77.5	+ 6.5
Ontario .....	Jan. 17	147,700	+60.4	+ 9.4
Prairie .....	Jan. 17	73,500	+65.5	- 2.8
Pacific .....	Jan. 17	66,400	+49.5	+22.5
Total, all regions.....	Jan. 17	526,100	+67.3	+ 8.6
<i>Claimants for Unemployment</i>				
Insurance benefit .....	Jan. 1	398,244	+84.9	+ 2.6
Amount of benefit payments .....	December	\$12,528,015	+35.1	+ 4.9
Industrial employment (1949=100) .....	Dec. 1	125.5	- 0.4	+ 6.4
Manufacturing employment (1949=100).....	Dec. 1	118.0	- 0.4	+ 5.1
Immigration.....	Year 1956	164,857	-	+49.9(c)
<i>Strikes and Lockouts</i>				
No. of days lost .....	January	52,680	-	-
No. of workers involved .....	January	7,477	-	-
No. of strikes .....	January	24	-	-
<i>Earnings and Income</i>				
Average weekly wages and salaries .....	Dec. 1	\$66.13	- 0.1	+ 6.6
Average hourly earnings (mfg.).....	Dec. 1	\$1.56	+ 0.5	+ 6.4
Average hours worked per week (mfg.).....	Dec. 1	41.6	0.0	0.0
Average weekly earnings (mfg.).....	Dec. 1	\$64.69	+ 0.5	+ 6.4
Consumer price index (av. 1949=100).....	Jan. 1	120.3	- 0.1	+ 3.0
Real weekly earnings (mfg. av. 1949=100)	Dec. 1	128.8	+ 0.4	+ 3.4
Total labour income.....	\$000,000 November	1,265	- 0.6	+12.1
<i>Industrial Production</i>				
Total (average 1935-39=100).....	November	298.3	- 0.8	+ 5.1
Manufacturing .....	November	296.4	- 0.3	+ 4.1
Durables .....	November	362.0	+ 0.3	+ 6.2
Non-Durables.....	November	254.4	- 0.8	+ 2.3

(a) Distribution of these figures between male and female workers can be obtained from *Labour Force*, a monthly publication of the Dominion Bureau of Statistics. See also inside back cover, *Labour Gazette*.

(b) See inside back cover, *Labour Gazette*.

(c) These percentages compare the cumulative total to date from first of current year with total for same period previous year.

# Labour-Management Relations

## The Bargaining Scene

**T**HIS is the first of a monthly series that will be published regularly in this section of the *Labour Gazette* on bargaining in units of 1,000 or more employees. Subsequent editions will chart the progress of bargaining affecting the more than 210 collective agreements in this category. These agreements cover some 45 per cent of Canadian workers under agreement, in total almost 700,000 persons.

During 1957, approximately 100 of these agreements covering close to one-quarter of a million workers will terminate. The remainder are long-term contracts with expiration dates in 1958 or later. The chart on the opposite page deals with agreements subject to bargaining during the first quarter of the current year. It will be noted that in addition to the 22 agreements expiring in this three-month period, 24 in which bargaining was begun last year were still to be settled at the beginning of 1957.

By mid-February, 11 of these contracts were reported to have been successfully renegotiated. The majority were signed within a relatively short period after the expiration date of the previous agreement. Of the three that required lengthy periods of negotiations and conciliation, one involved the Canadian Pacific Railway Company and the Brotherhood of Locomotive Engineers and another, Provincial Transport Limited and the Canadian Brotherhood of Railway Employees and Other Transport Workers. The third, the only one in which strike action preceded the settlement, involved the Brotherhood of Locomotive Firemen and the Canadian Pacific Railway Company.

The settlements were generally in line with the trends reported over the past few months in the *Current Manpower and Labour Relations Review*. Seven of the contracts are for two years or more and all provide for a series of wage increases during their terms. Total increases, averaging close to 20 cents an hour, appear to be slightly higher than the average reported in a recent survey of wage changes in 1956 (L.G., Dec. 1956, p. 1475).

The third section of the chart shows negotiations that are continuing, and includes three disputes of particular interest. These concern the Aluminum Co. of Canada, Limited, Arvida, and a syndicate of the Canadian and Catholic Confederation of Labour; Noranda Mines Limited and the United Steelworkers of America; and the Dominion Coal Co. Limited, in Nova Scotia, and the United Mine Workers. These disputes are all at an advanced stage in the conciliation process.

Negotiations in this three-month period, however, include few of the largest bargaining relationships. The expiration of the contract between the Hydro-Electric Power Commission of Ontario and 10,000 of its employees is the only one of its size. Otherwise, only five agreements involve groups of more than 2,500 workers.

## THE BARGAINING SCENE FEBRUARY 15, 1957

(Bargaining Units of 1,000 or More Employees, January 1 to March 31, 1957)

### In Negotiations and Terminating in Period:

46 agreements, 99,500 workers

Bargaining carried over from 1956:	24 agreements, 56,200 workers
Terminating in period Jan. 1 - Mar. 31:	22 agreements, 43,300 workers

### Settlements Achieved:

January 1 - February 15  
11 agreements, 22,300 workers

#### Major Terms of Settlements (preliminary information):

- Wages and Duration -  
6, covering 14,600 workers, are 2-year contracts providing wage increases throughout life of agreement. In 4, the increases will total more than 15 cents an hour.  
1, covering 1,700 workers, is a 3-year contract providing wage increases totalling 25 cents an hour.  
4, covering 6,000 workers, are 1-year contracts providing wage increases of 5 to 10 cents an hour.
- Hours of Work -  
1, covering 1,000 workers, reduced weekly hours from 45 to 40.
- Vacations -  
1, covering 1,700 workers, provided a 3-week vacation after 12 years' service.
- Group Health Insurance -  
2, covering 3,200 workers, increased health and welfare benefits.
- Union Security -  
1, covering 1,000 workers, provided a compulsory check-off.  
One, covering 2,850 workers, settled after strike.

### Negotiations Continuing:

At February 15  
18 agreements, 40,500 workers

Bargaining in process:	11 agreements, 15,600 workers
Conciliation in progress:	6 agreements, 23,300 workers
Post-Conciliation:	1 agreement, 1,600 workers

### Other Agreements Terminating in Period:

17 agreements, 36,700 workers

Expiring in February:	4 agreements, 6,600 workers
Expiring in March:	13 agreements, 30,100 workers

## Individual Negotiations

A number of significant settlements resulting from recent negotiations, not all of them included in the above survey, are summarized below.

The two-year agreement signed in February by the Canadian Pacific Railway Company and the Brotherhood of Locomotive Engineers is similar to contracts signed earlier by the unions of operating trades on both the CNR and CPR. A wage increase of 7 per cent was made retroactive to last May and a further 5 per cent will be paid next June. Engineers in yard service will in future receive six paid statutory holidays annually.

Employees of grain elevator companies at the Lakehead will receive a 6-per-cent increase in wages this year and a further 5 per cent next year under the terms of a new two-year contract negotiated on their behalf by the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees. The new agreement will also include a cost-of-living escalator clause and revisions concerning vacations, skilled tradesmen, grievance procedures and union security.

New agreements covering three steel plants in Nova Scotia, Eastern Car Company Limited, Trenton Steel Works Ltd., and Trenton Industries Limited, have been negotiated by the United Steelworkers of America. A wage increase of 10 cents an hour, a cost-of-living bonus of 3 cents, increased shift premiums and statutory holidays and a job evaluation program are provided.

The terms of a recent arbitration award for city firemen in Toronto reduce the hours of work from 56 per week to 42. Also included in the award are provisions for a contributory hospitalization plan and for a fourth week of vacation after 25 years of service.

A wage increase of 20 cents an hour will be extended to cover an estimated 65,000 construction workers in the Montreal area. The two-year agreement signed by the Montreal Builders' Exchange, the Montreal Building Trades Council (CLC) and the Montreal Building Trades Syndicates (CCCL), provides that half of the amount will be paid this year and the remainder in 1958.

Contract differences currently in conciliation include the following: Firestone Tire & Rubber Company of Canada, Limited, and the United Rubber, Cork, Linoleum and Plastic Workers of America; Fiberglas Canada, Limited, Sarnia, and the Oil, Chemical and Atomic Workers International Union; five textile companies in Ontario and the Textile Workers' Union of America. The National Syndicate of Municipal Employees (CCCL) has requested that its differences with the City of Montreal be referred to arbitration. Wages appear to be the main issue in dispute in all cases.

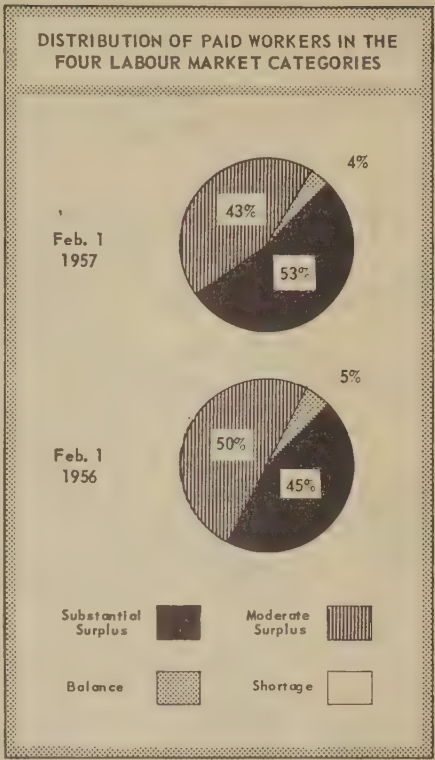
## Work Stoppages

Preliminary figures for January 1957 show 24 strikes or lockouts in existence during the month. These involved 7,477 workers in a time-loss of 52,680 man-days. Corresponding figures for December 1956 were 18 stoppages, 1,462 workers and 14,305 days; and for January 1956, 14 stoppages, 17,341 workers and 338,355 man-days.

# Manpower Situation in Local Areas

THE usual mid-winter curtailment in outdoor activities affected virtually all local areas during January. The slowdown was particularly marked during the first half of the month as weather conditions caused an unusually sharp decline in construction activity. To some extent, the decline in the early part of the month can also be attributed to the CPR strike, which forced temporary closures in a number of coal mines and manufacturing plants. Forty-two of the 109 areas surveyed were reclassified to categories denoting an increase in available labour supply. These changes left four areas with approximately balanced demand and supply, one fewer than a year earlier.

Local employment conditions were less favourable than a year earlier in the Atlantic and Pacific regions. The Prairie region, on the other hand, showed some improvement, while conditions in Ontario and Quebec were much the same as a year before. On the whole, however, the employment situation in local areas showed year-to-year weakening, which was reflected in generally larger labour surpluses. Of the 109 areas surveyed, 63 were worse off than last year and 20 were better off. Only four areas in the Prairie region recorded significant year-to-year increases in registrations; seven showed decreases and nine were unchanged. In contrast, registrations were higher than last year in all areas in the Pacific region and all but seven areas in the Atlantic.



Labour Market Areas	Labour Surplus *				Approximate Balance*		Labour Shortage *	
	1		2		3		4	
	Feb. 1, 1957	Feb. 1, 1956	Feb. 1, 1957	Feb. 1, 1956	Feb. 1, 1957	Feb. 1, 1956	Feb. 1, 1957	Feb. 1, 1956
Metropolitan	4	4	7	7	—	—	—	—
Major Industrial	13	11	13	16	1	—	—	—
Major Agricultural	5	4	8	10	1	—	—	—
Minor	36	30	19	22	2	5	—	—
Total	58	49	47	55	4	5	—	—

\*See inside back cover *Labour Gazette*.

# CLASSIFICATION OF LABOUR MARKET AREAS

February 1, 1957

LABOUR SURPLUS		APPROXIMATE BALANCE		LABOUR SHORTAGE
Group 1	Group 2	Group 3	Group 4	
METROPOLITAN AREAS (labour force 75,000 or more)	Quebec - Lévis St. John's Windsor VANCOUVER - NEW WESTMINSTER ←	Calgary Edmonton Hamilton Montreal OTTAWA - HULL TORONTO Winnipeg ←		
MAJOR INDUSTRIAL AREAS (labour force 25,000 - 75,000; 60 per cent or more in non-agricultural activity)	BRANTFORD ← Comer Brook CORNWALL ← Farnham - Granby Joliette LAC ST. JEAN ← Moncton New Glasgow SARNIA ← SHERBROOKE ← Shawinigan Falls SYDNEY ← Trois-Rivières	Fort William - Port Arthur Guelph HALIFAX KINGSTON Kitchener London Niagara Peninsula Oshawa Peterborough Rouyn Val d'Or Saint John TIMMINS - KIRKLAND LAKE Victoria ←	Sudbury	
MAJOR AGRICULTURAL AREAS (labour force 25,000 - 75,000; 40 per cent or more in agriculture)	Charlottetown LETHBRIDGE ← Rivière du Loup THETFORD - MEGANTIC - ST. GEORGES YORKTON ←	Chatham Brandon Moose Jaw North Battleford Prince Albert RED DEER Regina SASKATOON ←	Barrie	
MINOR AREAS (labour force 10,000 - 25,000)	Bathurst Beauharnois BRACEBRIDGE ← BRIDGEWATER ← Campbellton Central Vancouver Island Chilliwack CRANBROOK ← DAUPHIN ← Drummondville EDMUNDSTON Gaspé Grand Falls KAMLOOPS KENTVILLE LACHUTE - STE. THERESE ← Montmagny Newcastle Okanagan Valley Owen Sound PORTAGE LA PRAIRIE ← Prince George PRINCE RUPERT ← QUEBEC NORTH SHORE ← Rimouski Sorel Ste. Agathe - St. Jérôme ST. HYACINTHE ← St. Stephen Summerside TRAIL - NELSON TRURO Valleyfield Victoriaville WOODSTOCK, N.B. Yarmouth	Bellville - Trenton BRAMPTON DAWSON CREEK DRUMHELLER Fredericton GODERICH Lindsay LISTOWEL Medicine Hat North Bay Pembroke SAULT STE. MARIE SINCOE St. Jean STRATFORD Swift Current WALKERTON Woodstock - Ingersoll WEYBURN ←	Galt St. Thomas	

← The areas shown in capital letters are those that have been reclassified during the month; an arrow indicates the group from which they moved.

## ATLANTIC

EMPLOYMENT in the Atlantic region continued to decline during January as the level of seasonal activity approached its annual trough. By January 19, persons with jobs were estimated at 479,000, a drop of 13,000 from a month earlier, but an increase of 17,000 from the year before. Registrations for employment at NES offices were about 15 per cent higher than a year before. The logging and construction industries were largely responsible for the employment decline during the month as reduced house-building, intensely cold weather and heavy storms hampered outdoor work. Manufacturing employment was maintained at a fairly high level; staff reductions occurred in a few plants but these were more than offset by additional hirings in shipbuilding.

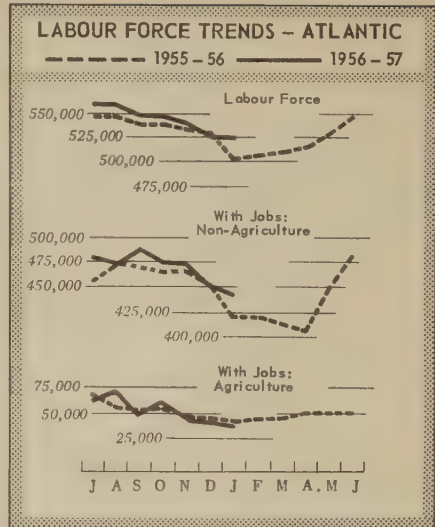
Seven areas were reclassified during the month, one from the balanced to the moderate surplus category and six from the moderate to the substantial surplus category. At February 1, classification of the 21 areas in the region was the same as last year: in substantial surplus, 18; in moderate surplus, 3.

### Local Area Developments

**St. John's** (metropolitan). Remained in Group 1. Unemployment increased sharply in this area during January, reaching a record level for the month. Construction accounted for almost one-half of the registrations for employment and forestry for about one-fifth. Layoffs were somewhat heavier than usual owing to a rapid curtailment of outdoor work.

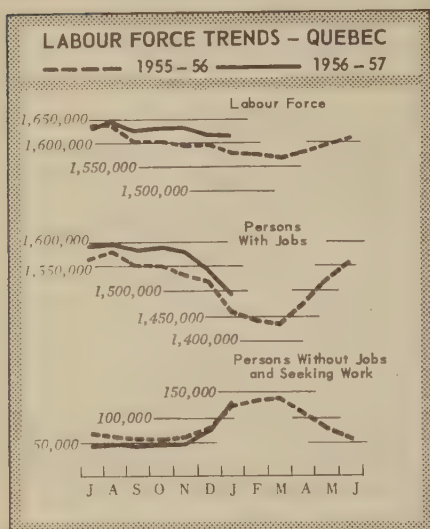
**Halifax** (metropolitan). Reclassified from Group 3 to Group 2. The increase in unemployment in this area was almost entirely the result of seasonal slackness. Construction accounted for much of the increase as activity fell below the level of the year before. In most other industries employment continued to show improvement over the same period last year. Waterfront activity increased sharply during the month since ships were being diverted from Saint John to Halifax because of the railway strike. Employment at the Halifax shipyards showed some improvement; about 200 of the workers released in November were recalled. On the whole, the employment situation in Halifax was considerably better than in any other area in the region.

**Sydney** (metropolitan). Reclassified from Group 2 to Group 1. Severe storms during the month greatly curtailed construction and other outdoor work. Nevertheless, construction employment remained at an unusually high level for the season. A shortage of box cars resulted in a three-day shutdown in most coal mines in mid-January but continuous employment was maintained during the second half of the month. Total employment showed very little change from a year earlier.



Bridgewater, Edmundston, Kentville, Truro, and Woodstock (minor). Reclassified from Group 2 to Group 1.

## QUEBEC



THE sharp seasonal decline in activity in Quebec continued during January. Persons with jobs at January 19 were estimated at 1,491,000, some 52,000 fewer than a month earlier but 35,000 more than a year earlier. Unemployment was slightly higher than in January 1956, mainly because of seasonal factors but partly also because of a decline in house-building. Most manufacturing and distributive industries were active.

The sharp increase in unemployment during the month was largely the result of reduced activity in seasonal industries, notably construction, agriculture and

water and truck transportation. Log cutting was coming to an end in most areas, though shortages of loggers were still reported from comparatively remote areas. It was difficult to get bushmen to return to logging camps after the holidays or to go to jobs in relatively inaccessible regions. A few local labour market areas reported that house-building activity was considerably lower than usual for the month. In general, the situation at mid-January was the result of the normal seasonal factors, though the impact of cold weather and snow may have been unusually severe because of the higher proportion of workers employed last summer and fall in seasonal industries, especially construction.

Six labour market areas were reclassified during the month, all from the moderate to the substantial surplus category. At February 1, classification of the 24 areas in the region was as follows (last year's figures in brackets): in moderate surplus, 3 (6); substantial surplus, 21 (18).

### Local Area Developments

**Montreal** (metropolitan). Remained in Group 2. At the end of the month the number of persons registered for jobs was slightly higher than a year earlier, partly as a result of extended year-end holidays in manufacturing plants. Registrations rose considerably during January for seasonal reasons. The effects of the CPR strike had largely disappeared by the end of January. The general employment situation was normal for this period of the year, the only serious difficulty being the decline in housing construction.

**Quebec-Levis** (metropolitan). Remained in Group 1. The number of applicants at NES offices was slightly higher than in January 1956. The shipyards at Levis were very active and there was a shortage of workers in the textile plants there. Log cutting in this area was practically finished but loggers were unwilling to go to jobs in other areas.

**Lac St. Jean** (major industrial). Reclassified from Group 2 to Group 1. The completion of log cutting appeared to be the cause of the increase in registrations.

**Sherbrooke** (major industrial). Reclassified from Group 2 to Group 1, primarily because of seasonal factors.

**Thetford-Megantic-St. Georges** (major agricultural). Reclassified from Group 2 to Group 1. Seasonal factors affecting construction and saw-milling account for the reclassification.

**Lachute-St. Thérèse, Quebec North Shore and St. Hyacinthe** (minor). Reclassified from Group 2 to Group 1.

## ONTARIO

A CONSIDERABLE drop in employment occurred in the Ontario region during January. Persons with jobs at January 19 were estimated at 2,040,000, some 57,000 fewer than in mid-December but 86,000 more than in January 1956. At the same time, unemployment increased substantially, rising to a slightly higher level than a year before.

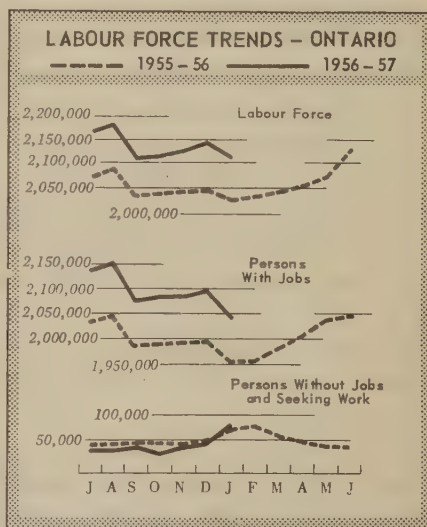
The increase in unemployment was mainly, though not entirely, due to a seasonal decline in activity in the region. Of the total layoffs during the month, construction accounted for about one-third, partly because of declining

house-building. Layoffs occurred in mining, textiles, food processing, light manufacturing and the automobile industry; the post-Christmas decline in retail trade resulted in considerable layoffs of unskilled clerical and sales personnel. On the other hand, there was no noticeable employment decline in heavy industry and the textile industry showed signs of an early pick-up. Skilled and technical personnel remained in short supply.

Changes in the employment situation resulted in the reclassification of 14 local market areas. At February 1, the 34 areas in the region were classified as follows (last year's figures in brackets): in substantial surplus, 6 (4); in moderate surplus, 24 (25); in balance, 4 (5).

### Local Area Developments

**Hamilton** (metropolitan). Remained in Group 2. Layoffs occurred in primary and secondary textiles and in construction and there were some staff reductions in the automobile and appliance industries. Employment in heavy industry generally remained steady, while production of agricultural implements showed marked improvement.



**Ottawa-Hull** (metropolitan). Reclassified from Group 3 to Group 2. Construction activity dropped sharply and an influx of workers from other areas further added to the number of unemployed. Nevertheless, professional, skilled, technical and clerical workers remained in short supply.

**Toronto** (metropolitan). Reclassified from Group 3 to Group 2. Besides a further drop in construction, there was a seasonal mid-winter decline of activity in confectionery, food processing and light manufacturing; in addition, automobile production was reduced. Heavy industry as a whole remained firm.

**Windsor** (metropolitan). Remained in Group 1. Construction continued to decrease. The Chrysler automobile plant laid off workers but production in the other automobile plants remained fairly steady, with continuing shortages of mechanical engineers, tool and die makers and other skilled, technical personnel.

**Brantford** (major industrial). Reclassified from Group 2 to Group 1. Food processing was completed; the manufacturing of agricultural equipment decreased.

**Comwall** (major industrial). Reclassified from Group 2 to Group 1. Ice conditions caused a sharp drop in activity on the St. Lawrence Seaway project. Some layoffs occurred in the textile industry.

**Kingston** (major industrial). Reclassified from Group 3 to Group 2. Construction activity declined and considerable layoffs occurred in retail trade.

**Sarnia** (major industrial). Reclassified from Group 2 to Group 1. Employment in automobile feeder plants did not improve; construction activity dropped further.

**Timmins-Kirkland Lake** (major industrial). Reclassified from Group 3 to Group 2. Mining declined seasonally. Sawmills closed for the winter and wood cutting was curtailed because of deep snow.

**Bracebridge** (minor). Reclassified from Group 2 to Group 1.

**Brampton, Goderich, Listowel, Sault Ste. Marie, Simcoe, Stratford and Walkerton** (minor). Reclassified from Group 3 to Group 2.

## PRAIRIE

FOLLOWING the usual pattern for this time of year, employment in the Prairie region declined during January. At January 19, persons with jobs were estimated at 944,000, a drop of 17,000 from a month earlier but an increase of 19,000 from a year before. The post-Christmas lull in retail trade and seasonal slackening in construction and agriculture accounted for much of the decline during the month, though scattered layoffs occurred in packing plants, garages and repair shops. Lumbering and pulpwood operations continued at a high level in all parts of the region. Coal mines in Alberta were seriously affected by the railway labour dispute during the first half of the month but by the end of January

mines were operating near capacity. Metal mining and prospecting continued to be quite active.

Nine areas in the region were reclassified during the month. The area classification at February 1 was the same as last year: in moderate surplus, 16; in substantial surplus, 4.

### Local Area Developments

**Calgary** (metropolitan). Remained in Group 2. Construction employment continued to decline as a result of extremely cold weather. Nevertheless, activity in this industry remained at a fairly high level since much indoor work was in progress. Employment in manufacturing, trade and service changed very little from the high levels of a month before.

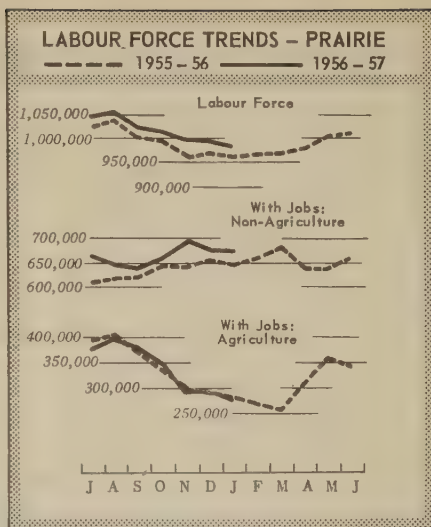
**Edmonton** (metropolitan). Remained in Group 2. The employment situation in this area remained very buoyant during January. The increase in unemployment was entirely seasonal and largely confined to unskilled construction workers. Construction was unusually active during the month despite very cold weather; almost all skilled tradesmen were reported to be working at least part time. All industries in the area recorded substantial year-to-year increases in employment.

**Winnipeg** (metropolitan). Remained in Group 2. Seasonal staff reductions in construction, manufacturing and retail trade caused a sizeable increase in unemployment. Construction employment continued to show a year-to-year decline and indications were that this gap would widen. Reduction of house-building was largely responsible for the lower level of construction during 1956 and there has been no evidence of strengthening in this sector during recent months. At the end of November the number of houses under construction was some 36 per cent lower than a year earlier.

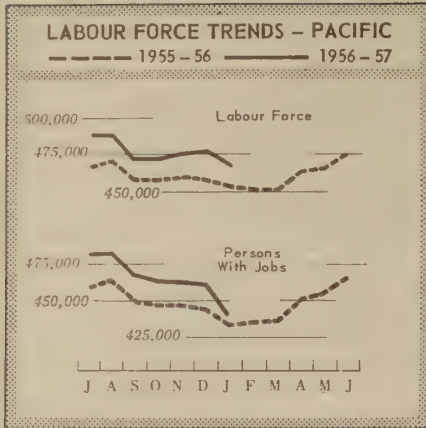
**Fort William-Port Arthur** (major industrial). Remained in Group 2. Apart from seasonal reductions in construction employment, very little change occurred in this area during January. Logging employment continued to show a year-to-year improvement, reflecting the increase in cutting quotas. As a result, pieceworkers were in strong demand during the month throughout the area.

**Dauphin, Lethbridge, Portage La Prairie and Yorkton** (major agricultural and minor). Reclassified from Group 2 to Group 1.

**Dawson Creek, Drumheller, Red Deer, Saskatoon and Weyburn** (major agricultural and minor). Reclassified from Group 3 to Group 2.



## PACIFIC



layoffs also occurred in the logging and construction industries as bad weather and reduced house-building curtailed employment more than usual for the time of year. Sawmills on the lower mainland were at a standstill late in the month when ice on the Fraser River prevented the movement of logs.

Herring fishing was halted by cold weather at the month's end but heavy catches until that time kept coastal fish processing plants busy. Mining remained fairly active, with some increase in coal production. Heavy steel plants were busy. Qualified office workers remained scarce and demand was fairly constant for skilled and unskilled female workers in the service trades. Vacancies increased in the professional and technical categories, particularly in the engineering field.

During the month, five areas were reclassified from the moderate to the substantial surplus category. At February 1, classification of the ten areas in the region was as follows (last year's figures in brackets): in moderate surplus, 1 (5); in substantial surplus, 9 (5).

### Local Area Developments

**Vancouver-New Westminster** (metropolitan). Reclassified from Group 2 to Group 1. Adverse weather and uncertain lumber markets delayed resumption of woods operations and reduced sawmill production. Despite a large volume of industrial construction, the decline in the housing sector resulted in a sizable surplus of construction labour. Machine shops, sheet metal plants and foundries remained fairly active. Garment manufacturers began rehiring for spring production.

**Victoria** (major industrial). Remained in Group 2. Sizable labour surpluses developed in the logging, construction and metal trades. Sawmills and plywood firms operated somewhat below normal. Shingle mills remained very slack. Layoffs were fairly general in metalworking shops as business dropped well below last year's record level. Employment in shipyards declined with the completion of contracts. On the whole, job opportunities were slight, though demands existed for seamen, clerical and sales personnel, draftsmen and engineers.

**Cranbrook, Kamloops, Prince Rupert and Trail-Nelson** (minor). Reclassified from Group 2 to Group 1.

# NOTES OF CURRENT INTEREST

## **Highlights Summarized Of Gordon Report**

The preliminary report of the Royal Commission on Canada's Economic Prospects was made public on January 10. Forecasts and recommendations of labour interest contained in the report are summarized below.

### **Forecasts**

Canada's population will increase in 25 years to 26,650,000 from the present 15,575,000.

Average hours of work per week in business will have decreased from 41.3 to 34.3 and in agriculture from 55.3 to 43.75 by 1980.

Proportion of men in the labour force to total population to drop by 2 per cent; proportion of women to increase by nearly 4 per cent.

Gross national product to increase roughly three times to \$76,000,000,000 by 1980.

Average Canadian to have about two-thirds again as much income in real terms for his own use.

Percentage of total labour force in agriculture to decline from 15 to 7 per cent, remain constant in resources industries, and increase considerably in service.

Proportion of population living in urban centres to increase to 80 per cent from 62 per cent in 1951.

Skilled labour shortage to become worse.

University enrolments to double within 10 years.

### **Recommendations**

Recommendations contained in the Gordon Commission's report include the following:—

Expand vocational training facilities; encourage greater amount of training in plants.

Advocate an increase in the pay differential between skilled and unskilled workers.

Raise standards of universities to among the highest in the world through deliberate and sustained effort.

Increase salaries of university teachers substantially.

Control wheat surpluses through establishment of annual marketing quotas by

Canadian Wheat Board; farmers to be paid for farm-held wheat within marketing quota.

Hold present tariff line but maintain continuing re-examination of tariffs to achieve simplicity and flexibility.

Provide economic aid for the Atlantic provinces on a broad scale.

Develop long-range plan for immigration.

Study federal subsidies as possible short-run solution of railways' difficulties, in lieu of increase in grain freight rates.

Employ an annual tax on automobiles and increase property taxes to meet municipal revenue needs.

Set up a separate body to administer federal price supports on agricultural products.

Require motorists to pay higher percentage of highway and street costs.

Increase fishing-fleet efficiency by capital investment, made either by the industry or through government help.

A more detailed summary of the preliminary report will be published in the March issue of the *LABOUR GAZETTE*.

## **Seven Million in Canada Have Hospital Insurance**

Some 7,000,000 Canadians at present have some insurance against hospital expenses, while 6,400,000 are insured against surgical expense and 5,400,000 have medical insurance, according to figures issued by the Canadian Life Insurance Officers' Association, and the All Canada Insurance Federation.

It was noted that voluntary coverage continued to rise during 1956. Not included in the foregoing figures are approximately 3,200,000 persons who are covered under tax-financed government hospital plans in some provinces.

At January 1, 1957, some 500,000 non-operating railway employees and dependents became covered under all three categories of insurance (*L.G. Jan.*, p. 25), and these are not included in the figures, since it is not known how many of them were previously covered under other plans.

During the past six years, the number of Canadians having hospital insurance has increased by 50 per cent. Surgical insurance coverage has gone up 150 per cent, while medical coverage has increased by some 200 per cent.

## **Hospital Insurance Plan Proposed by Ontario**

Proposals for the setting up of a province-wide, universally available hospital care insurance plan were submitted to the Ontario Legislature by Premier Frost on January 29. The plan, which might be in operation by January 1, 1959, or sooner, will not go into effect until the federal Government agrees to participate.

The principal features of the plan are as follows:—

It will provide unlimited public ward care not now available in Ontario, and diagnostic services in hospital.

Certain out-patient services are included, and either simultaneously or at a later date diagnostic services may be made available to out-patients.

No limitation as to duration of stay in hospital, age or disability.

Benefits of the program are to be universally available to all residents of the province who have become eligible by the payment of a personal premium, and to all persons receiving public assistance from the Government of Ontario. For persons of the latter class the Government will pay the premiums. Premiums for all other insured persons will be collected from them by employers or through organized groups.

The cost of the plan, which it is estimated would cost \$160,000,000 if in operation now and which will cost about \$300,000,000 by 1960, will be met by premiums paid by or on behalf of insured persons, by provincial Government payments, by contributions from the municipalities in respect of a small part of the cost of service to indigent persons, and by payments from the federal Government—assuming that it agrees to participate.

With or without federal participation the plan will cover mental and tuberculosis patients.

The plan will be integrated with Blue Cross and all other private contracts, and will be operated either by the Blue Cross or by a new crown corporation. It will be administered by the Ontario Hospital Services Commission.

Participation by individuals will be voluntary at first, mandatory later at a time to be decided by the Ontario Hospital Services Commission.

## **Increase in Road Building Forecast in Ontario**

In addition to its proposals on a national health scheme (see above), the Speech from the Throne in the Ontario Legislature on January 29 made reference to the following:—

Substantial increases in grants to municipalities.

More aid in meeting education costs.

An extension of the polio vaccine program.

Mothers' allowances.

Increases in highway construction and the speeding up of the building of Highway No. 401.

Legislation to enable the Ontario Labour Relations Board to sit as panels will be studied.

Legislators will be asked to make amendments to the Act covering housing development.

In dealing with aid for education, it was noted that school population in the province was now at 1,100,000—an increase of 66 per cent in the last 10 years. This figure, it is estimated, will be doubled in the next 15 to 20 years.

Under the item on mothers' allowances, it was noted that steps are being taken to make available dental care and treatment to all Ontario children under 18 years who are sons or daughters of social assistance cases.

The Speech also forecast that the largest volume of highway work in the history of the province will be done, with emphasis on completion of Highway 401, from Windsor to the Quebec border.

## **Shortage of Engineers, Scientists "Alarming"**

Describing the current and prospective shortage of Canadian engineers and scientists as "alarming," an editorial in the January issue of *The Engineering Journal*, official publication of the Engineering Institute of Canada, says that "after years of talk no one has done anything of consequence that will improve the situation quickly".

### **Answer Hard to Find**

The editorial admits that a complete answer to the question is not easy to find, but adds that "surely there can be some long-distance thinking that will start a movement in the right direction".

University officials by themselves are almost powerless to do anything about it but are planning for immediate needs, the editorial says. They require more money, however. "There is some promise now that government and industry will help, but the needs appear to be away beyond any sums that are being mentioned as available shortly."

A survey of employers, the editorial continues, shows that the shortage is having adverse effects on production,

research and expansion. Out of more than 700 firms, 360 reported that their operations had suffered. The editorial gave figures of recent years and estimates up to 1965.

One of the best and quickest ways of dealing with the shortage, the editorial says, is to train more technicians, and it adds that much work that is done by professional workers could be done just as well by properly trained technicians—"but the supply of technicians is just as inadequate as is the supply of engineers".

## **Ontario Engineers Plan To Classify Technicians**

A plan to establish standards of qualification and a system of voluntary registration for engineering technicians was recently approved by the executive council of the Association of Professional Engineers of Ontario.

"At present most Canadian 'professional engineers' are holders of university degrees," says an article by Leslie Wilson describing the plan, in a recent issue of the *Financial Post*. "The designation 'technician' is applied to persons who assist engineers in technical functions without themselves possessing professional engineering qualifications."

### **Easier to Climb**

While it is at present possible, the article continues, to pass from the status of technician to that of professional engineer by passing examinations set by the professional engineering associations, this is seldom done. It may take years of home study with little recognition until the examinations are passed. The new plan is designed to make it easier for technicians to climb to professional standing.

The plan calls for the establishment of four grades for technicians, based on educational qualifications and technical experience. Suggested qualifications for the four grades are given in the article as follows:—

Engineering Technician Grade 1—Grade 12 or equivalent (with the science and mathematics subjects of Grades 11 and 12), plus a year's experience in an approved engineering office.

Engineering Technician Grade 2—Grade 13 technical, or Advanced Technical Evening Class Certificate, or (British) Ordinary National Certificate, plus three to five years' practical experience.

Engineering Technician Grade 3—Qualification of Grade 2 plus evening school

or part-time instruction to the level of a two-year "Technical Institute course" plus three further years of practical experience. (Presumably appropriate technical institutes will be recognized by the Association.)

Engineering Technician Grade 4—Completion of two years at an engineering faculty; or diploma (three years) from the Ryerson Institute of Technology or equivalent; or (British) Higher National Certificate; or Engineering Technician Grade 3 qualifications plus "further instruction" to the level of the Association's intermediate examinations.

"One further effect of the plan," the article remarks, "will be to make it possible for persons with certain types of European engineering training to obtain recognition in Canada. Acceptance of British Ordinary and Higher National Certificates is part of this pattern."

## **1957 to See Completion Of Seaway's Major Jobs**

Heavy construction work on the St. Lawrence Power Project is expected to be completed by the end of this year, according to a progress report issued by the New York State Power Authority. This expectation is based on the supposition that progress during 1957 will be substantially at the 1956 rate.

Completion of the whole project is scheduled for 1959, and the St. Lawrence River between Montreal and Lake Ontario is expected to be open for 27-foot draft vessels at the beginning of the 1959 navigation season. Present plans call for the flooding of the power pool on July 1, 1958, with the first power being produced by September 1 of the same year.

Various sections of the American part of the project are half completed, the report says, and the same stage has been reached on the Canadian side (L.G. Jan., p. 21).

## **To Cover Fishermen by Unemployment Insurance**

The Minister of Labour announced in the House of Commons on February 4 that an unemployment insurance plan had been worked out covering all commercial fishermen, whether wage earners, working on shares or operating alone.

Contributions will commence April 1 and consideration of applications for benefit will begin January 1 next year.

## 50% of Firms Report Need for Professionals

A pamphlet entitled *Requirements For Professional Personnel 1956-58* has just been published by the Department of Labour in co-operation with the Unemployment Insurance Commission. This report is based on an analysis of returns obtained in a questionnaire survey of the requirements of professionally trained persons in Canada, conducted in June 1956 by the Economic and Research Branch of the Department.

The survey showed that 50 per cent of industrial employers reported shortages of professional personnel. The five effects of these shortages most frequently mentioned were curtailment of production and expansion plans, curtailment of development and research activity, over-loading of present personnel, potential shortage of future executives, and the necessity of filling positions with inadequately trained personnel.

Returns used in the analysis included 720 from industry; and unlike the preceding one made in 1954 this biennial survey also covered government departments and agencies, both federal and provincial, as well as universities and colleges. The organizations surveyed employed a total of 30,200 professional persons.

The professions covered include eight in engineering, five in the sciences and five under "Other Professions". Each profession is dealt with separately with reference to estimated requirements and recruitment difficulties.

"The results of the present biennial survey indicate a substantial increase in expected demand for engineers and scientists in the three years 1956, 1957 and 1958," the introduction to the pamphlet reports. "The need for an increasing number of professionally-qualified persons is characteristic of industrial firms, governments, and universities and colleges. The 1956 survey also reveals that the need for professional manpower is expected to be greater from 1956 to 1958 than it was from 1954 to 1956."

The increase in employment opportunities in industry for the engineering profession as a whole and for the scientific professions, the pamphlet goes on to say, is expected to average 12.2 per cent during 1956-58, compared with increases forecast in 1954 for the 1954-56 period of 7.6 and 9.2 for the engineering and scientific professions respectively.

"It is interesting to note, however," the pamphlet goes on to remark, "that while employers expect an increase in demand for professional personnel for each of the

three years 1956 to 1958, they indicate a declining rate of increase in demand for 1957 compared with 1956, and for 1958 compared with 1957. It is considered that the average for the three years is probably the more accurate estimate. One possible explanation for the declining rate of increase is that employers became more conservative in their estimates as the forecast period went farther into the future and became less certain."

Copies of the report may be obtained from the Queen's Printer, price 35 cents.

## Bulletin on Apprenticeship In Quebec is Published

The first of a series of bulletins on the many varied systems of apprenticeship and industrial training in effect in Canada, *The Quebec Answer to the Problem of Apprenticeship*, has just been issued by the Information Branch of the Department of Labour.

The bulletin describes the methods used in the province of Quebec under the three-way co-operation of management, labour and government, and gives some facts about private industrial apprenticeship plans.

The subject is covered under the following heads: introduction, apprenticeship in the building trades, training in the automotive repair trades, apprenticeship in the printing trades, apprentices in shoe manufacturing, ladies hairdressing and barbering, technical and specialized training, private apprenticeship in industry, and general observations and statistics.

In numbers of apprentices Quebec leads all the provinces, according to the bulletin. The 1955 Report of the Quebec Department of Labour is quoted as showing a total of 22,187 male and 7,277 female apprentices in various occupations during the fiscal year 1954-55. These figures do not include students in various vocational schools whose training might ultimately lead to apprenticeship.

"These figures are impressive," the bulletin continues, "but cannot be compared accurately with figures from the other provinces, except in the construction trades, because it appears evident that in Quebec learners in most occupations are generally regarded as apprentices until their learn-period is over."

In conclusion, however, the publication says: "A study of the foregoing tables listing nearly 30,000 various types of male and female apprentices indicates the strong emphasis on training in the province. When the more than 10,000 students taking vocational training in technical and other

schools are also considered, plus the many apprentices learning trades in the private apprenticeship plans of heavy industry, there is only one general conclusion to be drawn—the province of Quebec has become extremely conscious of the value of training.”

Announcing publication of the bulletin, Hon. Milton F. Gregg, Minister of Labour, explained that increasing interest in the subject of apprenticeship and industrial training had created a need for up-to-date information on current developments in the field. To assist in this, the Department of Labour planned to publish a series of bulletins on various aspects of the subject.

The bulletin is obtainable from the Information Branch of the Department of Labour, price 25 cents. Bulletin No. 2, on apprenticeship in Alberta, will be available shortly.

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### ***Compulsory Retirement Said Cruel, Uneconomic***

Compulsory retirement at age 65, and employee benefit schemes were discussed by William M. Mercer, president of the Montreal firm of consulting actuaries and employee-benefit consultants that bears his name, in addressing the Montreal Personnel Association last month.

Mr. Mercer contends that compulsory retirement at a uniform age is cruel, un-Christian, uneconomic, irresponsible and selfish on the part of those who enforce it. “If it is allowed to go too far it could destroy our private enterprise system,” he believes.

Mr. Mercer favours retirement of individuals in their 60s, providing it is voluntary, but opposes retirement at any age if a man is still physically young and alert and wants to work. He noted that an individual might find it necessary to retire anywhere between the ages of 50 and 90.

He feels a pension plan should be founded on such an approach, which would give every man the right to retire at some specific age, often 65, but would not compel the man's retirement at that age if the employer could still use his services profitably. Such a plan derives tremendous profits from postponed retirement, and provide adequate pensions for those who must retire early.

Mr. Mercer suggested that from society's viewpoint, it was obvious that if everyone were to retire at 65 there would be one citizen living in idleness for every four working.

If retired persons were to live as well as those working, this would mean that one-fifth of every employed person's income would have to be taxed away to take care of the retired. He feels society is not prepared to pay such cost. He noted also that if all farmers in Canada who are past 65 quit work today, Canadians would starve.

Speaking on employee benefit plans, Mr. Mercer noted they include pension plans, profit-sharing plans, group life insurance, sick pay, supplementary unemployment benefit, medical and hospital plans, executive deferred compensation and the like. It also includes government underwritten plans—workmen's compensation and unemployment insurance are two important ones. He outlined reasons for the tremendous development in these plans:—

There is the progressive income tax. The value of welfare benefits provided by an employer is usually not taxed in the employee's hands, even though the employer can write off the cost, whereas if the employee buys the benefits himself he must do it out of income after tax.

The higher the employee's taxable income the greater is the attraction to him of receiving remuneration in the form of employee benefits.

When benefits are provided for a group of people they can be provided more economically; individuals can be covered in the group who could not otherwise be covered because they are uninsurable. No matter how prudent an individual worker may be, there is nothing he can do as an individual to protect his family if he suffers a disability which makes him uninsurable.

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### ***Urges More Employment Of Older Women Workers***

A New York industrialist believes that more married women, and older single women, should be given an opportunity to work.

Alex Lewyt noted that in reports he receives on women working in three corporations, he found that married women and single women over 25 are more efficient than single women under 25 years of age. After 25, he notes, many unmarried women have settled into a pattern of life calling for careers, and this makes their employment desirable.

Married women, he declares, are not nearly as concerned with social life as are their single counterparts. Working wives have a tendency to consider their employment more seriously than single women under 25.

## **N.Y. Unionists Promise To Fight Discrimination**

Union leaders in New York state have promised the State Commission Against Discrimination that they will intervene directly where unions are accused of racial bias.

Assurance was given by 40 top unionists, attending a meeting of the Commission's advisory committee last month, of their readiness to step in to adjust charges that unions kept applicants out on racial grounds or indulged in other discriminatory practices.

Such charges had been made frequently against unions in the building and printing trades, but complainants had rarely come forward to press the charges through the investigative and hearing procedure set up by the Commission.

The intervention pledge was part of a program approved by the Labour Advisory Committee of the Commission.

The other points included:—

Participation in a series of labour-management conferences on regional and industry lines to isolate causes of discrimination and correct illegal practices.

A state-wide educational program in the aims of the anti-discrimination law, to be carried out through the labour press, the display of posters in factories and offices and talks at union meetings.

A study of the Commission's legislative program for this year, with a view to "making more effective the tools of the agency for carrying out the purposes of the law".

Distribution of questionnaires to every union in the state to ascertain how much progress has been made in wiping out bias in industrial hiring and promotion.

## **18 U.S. Railroads Pledge To End Discrimination**

The end of discriminatory employment practices has been pledged by 18 railways operating in the states of New York and New Jersey, the New York State Commission Against Discrimination announced recently. The pledges are called "the beginning of a real break", because although "there has been some striking progress", particularly on the Pennsylvania Railroad, both operating and clerical jobs have been "largely closed to Negroes".

The railways, claiming "substantial progress" in this matter, call attention to the anti-discrimination instructions in the hiring manuals of the New York Central and Pennsylvania Railroads. The carriers have agreed to give the Commission infor-

mation concerning their present hiring practices and to work out the details of a more complete study that would embrace every job category in their operating system.

## **UAW to Bargain Twice, For Skilled and Unskilled**

A new departure in collective bargaining has been initiated by the United Automobile Workers which will mean two sets of demands, two sets of negotiations, and two contracts—one for the skilled workers in the union and another for the unskilled workers. The new policy, devised recently at a national union conference in Chicago, is described in an article entitled, "To Prevent Revolt, UAW Takes New Tack", published in *Business Week*, December 22, 1956.

The change in policy, the article says, has been forced upon the union by a bitter antagonism which has been growing within its ranks, and which if not dealt with might split the whole organization. This division is between the skilled and the unskilled workers in the union.

The two principal causes of division between the two groups are stated in the article to be:—

Since the war cyclical layoffs have almost ceased to affect the skilled employees, but have become increasingly severe in their effects on production workers.

The differential between skilled and unskilled wage rates, which was once 50 per cent, has been reduced, according to some estimates, to 35 per cent during the same period.

The reduction in this differential, according to the article, has lessened the skilled men's pride of position as well as affecting their relative earnings, and has become a sore point with the journeymen. It was the union's 1955 bargaining emphasis on the guaranteed annual wage, however, which brought to the front the difference between the two groups in the matter of stability of employment.

Although the skilled workers had been as much in favour of the GAW as the unskilled employees when the idea was first decided on as a prime goal in the 1955 negotiations, according to the article, after the contracts had been agreed upon they soon realized that they were helping to pay for the supplemental unemployment insurance plan by having to accept comparatively small wage increases, while they stood to gain little benefit from it themselves. The result was that the skilled men struck even while the contracts at Ford and

GM were being ratified, and it was all the union could do to get them back to their jobs.

Since then the skilled men have not ceased to demand separate bargaining rights. Although the union executive at first opposed this as contrary to the spirit and constitution of the union, it now appears, the article says, to have changed its mind.

### **Vesting in Pension Plans Subject of New Booklet**

On the whole, vesting of employer contributions in pension plans appears to be highly desirable and thoroughly practical; but unconditional vesting of any type seems both unwise and generally impractical, encouraging labour turnover and undermining the security aspect of pension planning.

These are two of the "tentative conclusions" reached in a study conducted by the Department of Industrial Relations of Queen's University, the results of which have been published in Bulletin No. 14, "Vesting of Employer Contributions Under Industrial Retirement Plans".

The study began in the late summer of 1956, and is therefore more recent than the surveys which were the basis of four articles on industrial pension plans in Canada, published in issues of the *LABOUR GAZETTE* of April and September 1954, and January and July 1955. These articles, which were prepared by the Economics and Research Branch of the Department of Labour, were later published together in a reprint.

The Queen's University's survey was based on replies received from 126 companies, of which 107 supplied details of their plans, five sent inadequate data, and 14 had no pension plans. A list of the companies which participated in the survey is given at the end of the booklet. The study covers some 500,000 employees in Canadian industry.

The sample was intended to be confined to plans covering hourly-rated employees, but it is stated that a number of salaried employees are bound to have been included in the sample in plans covering all the employees in particular concerns.

The report is divided into four parts: Current Practices in Vesting, Advantages and Disadvantages of Vesting, A New Look at Vesting, and Conclusion.

There are tables on the extent of vesting, limitations upon vesting of employer contributions, vesting of employer contributions upon early retirement, vesting of employer contributions in the event of

total incapacity, vesting of employer contributions upon the death of an employee, and vesting of employer contributions upon the death of a pensioner.

### **14 Million U.S. Workers Covered by Pension Plans**

At the end of 1956 there were about 23,000 pension plans in effect in the United States which had qualified for tax exemption under Treasury regulations. Latest figures show that some 14,000,000 workers were then under some form of pension plan, representing a gain of 150 per cent in the last ten years.

In non-negotiated plans there was an increased tendency during the year to make an employee's pension commensurate with his earnings during his last years of service rather than with his average earnings during his whole working life. In negotiated plans the tendency was towards giving an increase in the flat amount of pension per year of service, and eliminating the Social Security offset.

Negotiated plans, also called pattern plans, are those that have been set up as a result of bargaining between unions and employers. The full cost is usually paid by the employer and the pension is a flat amount. Non-negotiated plans, also called conventional plans, on the other hand, provide pensions that vary with length of service and with the employee's earnings.

Vesting became more common during 1956, especially in negotiated plans. Vesting is an arrangement which gives an employee a right under a plan after a certain period of service and at a certain age. There was also a continuation of the trend away from contributory plans and towards non-contributory plans.

### **Houses Completed in 1956 Set Record; Starts Fall**

Completions of new residential units in 1956 topped all previous years, rising 6 per cent over the previous peak in 1955, according to advance estimates by the Dominion Bureau of Statistics. Starts were down 8 per cent from 1955's record number and units in various stages of construction at year's end dropped nearly 14 per cent.

Number of units completed in 1956 climbed to 135,700 from 127,929 in 1955 and 101,965 in 1954. Starts fell to 127,311 from 138,276 but were substantially above 1954's total of 113,527. Still under construction at the close of the year were 68,579 units, substantially below 1955's year-end total of 79,339 but slightly above 1954's 68,641 units.

## **Many Appointments Made Of Interest to Labour**

Several recent appointments to government boards and commissions, both federal and provincial, are of interest to Labour, as are the retirement of a vice-president of the Canadian National Railways and two appointments made by the Canadian Labour Congress.

Robert J. Tallon has been re-appointed a Commissioner of the Unemployment Insurance Commission for a one-year term, effective December 31 last.

Miss Ruth Elizabeth Addison of Ottawa has been appointed a Civil Service Commissioner, effective the first of this month.

Seven members and seven alternates have been named to the Vocational Training Advisory Council for the period expiring December 1, 1959. They are:—

W. F. McMullen, Canadian Manufacturers' Association, representing employers, and alternate, L. M. Schram, also CMA.

Norman S. Dowd, Canadian Labour Congress, representing organized labour, and alternate, A. L. Hepworth of the Canadian Brotherhood of Railway Employees.

E. K. Ford, Director of Vocational Education, Nova Scotia, representing that province, and alternate, W. D. Mills, Assistant Director of Vocational Education.

T. D. Anderson, Dominion Secretary, Canadian Legion, representing veterans, and alternate, Dr. Robert Westwater.

J. W. McNutt, Director of Vocational Education, New Brunswick, representing that province, and alternate, Dr. F. E. McDiarmid, Director and Chief Superintendent, N.B. Department of Education.

J. A. Doyle, Director of Technical Education, Saskatchewan, representing that province, and alternate, W. W. Sharp of the Saskatchewan Department of Education.

J. A. Ferguson, Canadian Federation of Agriculture, representing agriculture, and alternate, David Kirk, Secretary of the Canadian Federation of Agriculture.

In Quebec, Dr. Bertrand Bellemare of Quebec City has been named a member of the province's Workmen's Compensation Board, succeeding Philippe Monette, who retired because of illness, and Donat A. Bisson has been named to the Board to succeed the late Arthur Foster.

R. C. Johnston, CNR Assistant Vice-president of Operations since 1951, who still retains his membership in the Order of Railway Telegraphers, retired on January 31, after 50 years of railroad service.

Mr. Johnston is perhaps best known for his work in labour relations. He began his career in the CNR as station assistant at Novar, Ont., and gradually worked his way up through the system to his vice-presidential post.

Appointment of Kalmen Kaplansky of Montreal as Director of International Affairs for the Canadian Labour Congress was announced last month. Mr. Kaplansky is now National Director of the Jewish Labour Committee and has been active in organizing human rights programs in many parts of Canada. He is a member of the International Typographical Union.

Mr. Kaplansky is associate secretary of the CLC's Committee on Human Rights and has represented the Congress on the Canadian Welfare Council's Committee on Hungarian Refugees.

The CLC also announced the appointment of Paul Malles of Montreal as Executive Assistant to C. H. Millard, Organizational Director of the International Confederation of Free Trade Unions. Mr. Malles is a writer on economic and labour affairs with the CBC International Service and will go to the Brussels headquarters of the ICFTU on leave of absence from the CBC.

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## **Book on Wage Structure Has Canadian Chapter**

A new book, *The Evolution of Wage Structure*, by Lloyd G. Reynolds and Cynthia H. Taft, published by Yale University Press, contains a chapter on wage structure in Canada.

The first part of the chapter deals with the influence on wage determination of geography, trade unionism and collective bargaining, and government action. Nearly all the rest of the chapter is devoted to the "Evolution of the National Wage Structure," which is discussed under the following heads: The Economic Context, Occupational Differentials, Interindustry Differentials, Regional Differentials, and Other Types of Differentials.

Other countries whose national wage structure is studied include France, Sweden, Great Britain, and the United States. These studies, with a concluding chapter on The Dynamics of Wage Structure, make up Part 2 of the book.

Part 1, under the heading "Trade Unionism and Wage Structure in the United States," includes chapters on Railroad Transportation, Iron and Steel, Cotton Textiles, Pulp and Paper, and The Impact of Unionism on Wage Structure.

## **New Owners Not Obligated To Bargain, OLRB Rules**

In three recent decisions the Ontario Labour Relations Board ruled that successor employers are not obliged to bargain with the unions that represented the employees under the former ownership. Dissenting votes were cast by two members of the five-man board, which was under the chairmanship of Jacob Finkleman.

The three cases concerned are: the New Method Laundry and Dry Cleaners and the Thunder Bay General Workers Union, Local 314; Drake Hotel, Toronto, and Local 280, International Beverage Dispensers and Bartenders Union; and Gordon Wright Electrical, Ltd., Niagara Falls, and Local 1656, International Brotherhood of Electrical Workers.

Applications for conciliation services in the last two cases were dismissed, and application for permission to prosecute for failure to bargain in good faith was denied in the first case.

The majority decision ruled that there is no legal obligation on an employer to bargain unless and until a trade union has been certified as bargaining agent for his employees in an appropriate bargaining unit, or unless and until he has recognized the union and has entered into a collective agreement with that union and the negotiations relate to the renewal of that agreement.

In a written minority report, G. Russell Harvey and D. B. Archer said:—

"The decision of the majority places a serious limitation on the value of certification and established bargaining rights." "The decision would provide the legal means "which will enable an employer at a time of corporate re-organization to wipe out unilaterally employees' rights... which have been contractually established in many cases over long periods of time," they added.

## **4 More Merged Councils, UMW Group Founded**

Four district labour councils of the CLC, three in Ontario and one in New Brunswick, have been established through merger of former TLC and CCL councils. An independent labour council of United Mine Worker locals in Nova Scotia was also set up last month.

The new CLC councils are:—

The Brantford Labour Council, embracing the former Brantford Trades and Labour Council and the Brantford-Paris District Labour Council.

Sarnia Labour Council, uniting the Sarnia Trades and Labour Council and the Sarnia and District Labour Council.

Stratford and District Labour Council, merging the Stratford Trades and Labour Council and the Stratford and District Labour Council (CCL).

Moncton and District Labour Council, fusing the Moncton Trades and Labour Council and the Moncton Labour Council.

The UMW council, called the Cape Breton Miners Unity Council, is patterned after the Cape Breton Labour Council (CLC), and embodies locals at New Waterford and Caledonia, once members of the CLC council.

## **Grant to Colombo Plan Again to be \$34.4 Million**

Subject to Parliamentary approval, the Canadian contribution under the Colombo Plan in 1957-58 will be \$34,400,000, it was announced in Wellington, New Zealand, by Health Minister Paul Martin.

In the latest report of the Colombo Plan Council for Technical Co-operation, it is recorded that Canada has provided 101 experts and training facilities for 504 persons in south and southeast Asian countries, in a march of continued progress.

Financially, by March 31, 1958, Canada will have contributed \$198,800,000 under the Colombo Plan.

In addition to the foregoing, Canada will contribute \$1,800,000 in 1957 through the United Nations Expanded Program of Technical Assistance.

## **First CLRB Chairman Has Died at 73 Years**

A wartime head of the National Wartime Labour Relations Board and the first chairman of the Canada Labour Relations Board, Chief Justice George G. O'Connor of the Alberta Supreme Court died in Edmonton January 13. He was 73 years of age.

Chief Justice O'Connor served as chairman of the National Wartime Labour Relations Board for 14 months.

When the federal Government reverted to a narrower field of labour relations in 1948, he was appointed first chairman of the new Canada Labour Relations Board.

Chief Justice O'Connor left the Board in 1953 when he found his judicial duties were taking up too much of his time.

He was appointed Chief Justice of the Alberta Supreme Court's Appellate Division in 1950 after nine years in the Trial Division.

# **Federations Submit Briefs to Provincial Cabinets**

## **Alberta Federation of Labour**

A request that "union shop" conditions be permitted in Alberta businesses when approved by 66 per cent of the employees was included in a brief presented to the provincial Cabinet in December by the newly-formed Alberta Federation of Labour.

The union shop request noted that "penalties have been placed into the Alberta Labour Act . . . against trade unions" and that "it is, in our opinion, about time that some provisions were incorporated into the Act to give unions some measure of security."

With the increased progress being made in automation, the brief said, the maximum hours of work should be reduced from the present 44 in six days to 40 in five days with the same take-home pay.

The federation asked that the minimum wage be raised from the present 75 cents an hour to \$1 an hour.

Among other requests was one asking that the provincial Government separate the Department of Industry and Labour into two ministries.

The brief also said more inspectors are needed to administer the Alberta Labour Act.

The Federation said Alberta got along for many years without provisions in the Labour Act for the suspension of a bargaining agent's certification. Under these provisions incorporated in the Act in amendments passed in 1954, "certain employers can and are intimidating their employees in hopes of achieving certification suspension," it charged, urging that all provisions dealing with suspension of a certification be deleted from the Act.

The brief, asserting that the Alberta Labour Act does not apply too well within

the construction industry, urged that a separate section of the Act be implemented to govern collective bargaining within that industry. The Federation recommended that a special conference be called with the bargaining agents and the employers of the construction industry to formulate conditions to govern collective bargaining in the industry.

The Federation, referring to a recent request by management spokesmen that secondary boycotting and informative picketing be outlawed, expressed opposition to such a measure.

The AFL also requested legislation providing for two weeks' vacation with pay after one year's employment and three weeks after five years, an increase in workmen's compensation to 100 per cent of an injured worker's earnings, and an increase in benefits to apprentices.

The Federation asked the province to take a more active part in establishing co-operation between provincial and federal governments for establishment of a national health insurance scheme, to enact equal pay and fair employment and fair accommodation practices laws, to extend the Labour Act to some classes of provincial government employees, and to enact legislation prohibiting truckers from driving for more than 10 hours without a rest period.

The brief protested conditions in Alberta lumber camps and urged that all camps be registered with the provincial health department, that camps be inspected once a month by a health officer and that regulations governing camps be revised to require standards as high as those in British Columbia.

## **British Columbia Federation of Labour**

Legislation for a 40-hour work week and a minimum wage of \$1.25 an hour was sought last month by the recently merged British Columbia Federation of Labour in its first annual brief to the provincial Government. The Federation has a membership of approximately 100,000.

The brief was presented by a delegation headed by Federation President William Black.

The maintenance of a "minimum standard of living necessary to health, efficiency and general well-being of workers" was a necessity, the brief stated.

Among its requests, the Federation urged that the employees of the British Columbia Government be given the right to bargain collectively.

The case of hospital employees who were unable to win wage increases because of a hospital cost freeze imposed in 1953 was also taken up in the brief.

The brief called for an increase in workmen's compensation from 75 per cent to 100 per cent of wages, asked for representation on an advisory council to work for improvements in the province's hospital insurance scheme, and urged the Govern-

ment to take a lead in setting up a general health plan in anticipation of a national plan by the federal Government.

The Federation expressed alarm over the Government's natural resources policies, which, if continued, the brief said, would "limit our future to exporters of raw materials to other manufacturing countries". It urged the development of manufacturing plants to process the province's own raw materials.

The brief backed requests from the International Woodworkers of America for government control of forest management and supervision of cutting methods.

It requested public ownership of public utilities, provided workers' bargaining rights were protected, and called specifically for the B.C. Power Corporation to be taken over by the provincial Government.

## **Manitoba Federation of Labour**

Health insurance, housing, increased old age pensions, seasonal unemployment, changes in the Manitoba Highway Traffic Act, crop insurance, a judicial inquiry into all aspects of workmen's compensation, and the increasing burden that education is placing on municipal finances were the main questions dealt with in a memorandum presented last month to the Government of Manitoba by the Manitoba Federation of Labour.

The provincial Government was urged to give effect to the plan of the federal Government for a national health scheme. "We are firmly convinced that only a national scheme of health insurance, administered by the state on behalf of the people, can effectively meet the health needs of the people and render the range of services required in the society of our time," the memorandum said.

Strong opposition was expressed towards the provincial Government's proposal for what was referred to as "Disaster Hospital Insurance" without diagnostic service, under the terms of which each person would pay his own hospital costs up to an amount equivalent to 10 per cent of his annual earnings.

The Government was urged to add at least another 10 per cent to the 10 per cent of the cost of construction of housing for older people which it had already agreed to contribute.

A second proposal of the Federation was that Section 6(1) of the National Housing Act should be amended "and if necessary the Municipal Act and city charters, to

Other requests were for:—

Control applications for court injunctions halting strikes.

"Tightening" of the Equal Pay Act and heavier penalties for infractions.

Enforcement of a union shop in plants where employees vote for it.

Compulsory payment for statutory holidays for all workers.

Granting of overtime permits to employers only when the union agrees.

Enforcement of sanitary regulations in B.C. industrial camps.

A stepped-up campaign to relieve winter unemployment.

Low-cost houses, a government auto insurance scheme, establishment of junior colleges and financial aid for university students were also sought.

permit the provincial Government and the municipalities to proceed with a slum clearance, low rental, subsidized housing or other program without submitting same to a vote of the ratepayers".

The memorandum requested the Government to provide "a supplementary allowance to old age pensioners of at least \$20 a month.

"We must not only have enough jobs, and the right kind of jobs, and in the right places, but we must have them at the right time," the memorandum said in declaring that "we must reduce seasonal unemployment to a minimum".

The Federation welcomed what had been done by the National Employment Committee and the Department of Labour to bring about a reduction in seasonal unemployment, but it urged upon the Government "the advisability of taking immediate action together with those mainly concerned with and affected by seasonal employment, for the purpose of making plans and working out a program of action which will reduce unemployment in winter months to the lowest possible level".

Amendment of the Manitoba Highway Traffic Act was urged to provide for the issuance of separate licences for commercial and non-commercial driving in place of the present chauffeur's licence. "The reason for this request," the Federation explained, "is that a driver holding a commercial licence, having an infraction of the Highway Traffic Act while operating a privately owned motor vehicle during off-duty hours, is assessed against his

general driving record; a result which in effect denies commercial drivers the right to carry on their normal duties of employment."

The Federation complained that the practice of sending out work to be done at home was widespread in the garment industry, and that this was "a throw-back to the sweatshop conditions of the early days of the textile industry". It held that the one-man commission which had been appointed to investigate the matter had done "a superficial job of assessing the extent to which this practice is undermining the industry" and requested the Government to set up an inquiry, in which government, labour and management would be represented, to investigate the matter further.

On crop insurance the Federation recommended that the Government give consideration to, and take the initiative in formulating, and putting into practical effect (in co-operation with the other prairie governments), a plan of insurance for farmers in the prairie region which will provide a measure of protection against the hazards of nature and the vagaries of the market."

The Federation requested the Government to establish a one-man commission to inquire "into all phases of workmen's compensation".

A new school grant formula which would ensure that no municipality would have its present school grant reduced, the assumption by the Government of a large share of the cost of construction of new schools in all municipalities, and of a larger share of the costs of operation, were advocated by the Federation as measures to relieve the municipalities of part of the burden of providing and maintaining schools in the province.

The memorandum expressed opposition to any form of sales tax to finance education. "Income tax, graduated in accordance with income and family responsibilities, is the most fair method of obtaining such revenue," the Federation asserted.

The Federation also urged the Government to:—

Establish a revolving student loan fund of \$1,000,000 from which eligible students could obtain interest-free loans to finance their studies at institutions of higher learning.

Require installation of automatic warning signals at all level railway crossings.

Appoint a full-time Minister of Labour.

Re-establish the Barbers' Board which ceased to function in 1947, since which time

"conditions in the barbering industry have deteriorated".

Require all workmen engaged in plumbing, steamfitting, etc., to pass an examination before being allowed to perform such work in the province, and issue licences after such examination.

Maintain the Fair Wage Act without change.

Enact legislation to forbid the issuing of injunctions in labour disputes.

In addition to the written submission certain recommendations were made orally. The subjects thus raised were:—

The position of employees of crown companies who have union agreements with their employers.

The propriety of having the Deputy Minister of Labour acting as Chairman of the Labour Board.

Amendments to the Shops Regulation Act, to improve hours of work of employees in retail establishments.

A lengthy discussion—it lasted 3½ hours—followed the reading of the memorandum.

Premier D. L. Campbell said he was in favour of giving a greater measure of "home rule" to the City of Winnipeg but was opposed to the participation of the province in any subsidized housing plan.

J. B. Graham of the Carpenters' union opposed suggested changes in the Fair Wage Act. He said that under the Act as it now stood the most harmonious relations had prevailed between employers and employees in the construction industry, and he asserted that the proposed amendments would kill the industry.

Andrew Milne of the Plumbers' and Steamfitters' union, speaking in favour of compulsory certification of all journeymen in his union's trades, complained that although apprentices in the industry were expected to put in five years in learning the trade, and older men were prevented from taking the apprenticeship training, men could come into the province, represent themselves to be plumbers, and get jobs with non-union employers without anyone's being able to challenge their competence.

The Government agreed to make another inquiry into "sweatshop conditions" in the fur and clothing industry.

The memorandum was presented by Joseph "Jimmy" James, Federation President; Peter McSheffrey, Secretary-Treasurer; and Vice-presidents R. W. Slocombe, H. Schellenberg, Michael Sedik, G. Lawrence Taylor and James Nichols.

In addition to Premier D. L. Campbell, the following members of the Cabinet were

present when the submission was made: Hon. C. E. Greenlay, Minister of Labour; Hon. W. Miller, Minister of Education; Hon. Robert Bend, Minister of Health and

Welfare; Hon. M. Hryhoreczuk, Attorney General; Hon. F. Bell, Minister of Public Works; and Hon. F. L. Jobin, Minister of Mines and Resources.

## **Nova Scotia Federation of Labour**

The importance of developing and expanding industry was the major theme of the brief presented by the new Nova Scotia Federation of Labour (CLC) last month to the provincial Cabinet.

Chief among the brief's recommendations were:—

1. A government program of industrial development, with priority to areas that have suffered dislocation of industry.

2. Expansion and diversification of the steel industry, to produce sizes and shapes not now rolled in Canada, to supply types needed by provincial industry and increase the market for coal, limestone and iron ore.

3. Assistance to shipbuilding through representation to Ottawa for construction of a Canadian merchant fleet, encouragement of other construction and protecting legislation.

4. Exertion of every government effort to have the freight rate structure changed to allow Nova Scotia products to compete in central markets and further bolster the desired industrial development.

5. Increase of royalties on gypsum and other raw materials shipped out of the province for processing elsewhere, to encourage such processing within the province.

6. Continued assistance to the fishing and fish processing industries and a campaign to promote greater consumption of fish.

Other recommendations contained in the brief were that the province co-operate in present federal planning on national health insurance, establish a crown company to handle automobile insurance, adopt various measures to improve the lot of pensioners and those receiving workmen's compensation, and take further steps to relieve the provinces' housing shortage. Several changes in the Trade Union Act, chiefly relating to certification procedures, were urged.

In support of its request for a government program of industrial development with special priority given to areas that have suffered industrial dislocation, the Federation said: "The feeling of organized labour and indeed of the majority of Nova Scotians is that we are wasting a vast amount of our natural wealth in exporting our raw materials. These raw materials in a great many cases return to us in the

form of finished manufactured articles for which we must pay a very high price.

"We must be concerned with the expansion of our existing industries as well as the bringing in of new industries, if we are to move ahead with the rest of Canada," the brief added.

Labour, the brief said, was concerned with the fact that while steel operations in other parts of Canada and in the United States were pushing ahead rapidly, the industry in Nova Scotia, one of the basic industries in the province, was concentrating on improvement of some existing facilities and disposal of equipment considered less productive.

Diversification of the steel operation, too, was necessary, the brief said, to provide for manufacture of steel plates of many sizes and shapes not now produced in Canada.

"We believe an expansion and diversification of the steel industry could provide a boost to our economy by providing an increased market for Maritime products such as coal, limestone and iron ore, while in turn supplying other industries with products such as steel plate, which is periodically in short supply and thus hampers the shipbuilding and repair industry of this province," the Federation declared.

The brief also asked the Government to investigate the possibility of having the Canadian National Railways place its orders with Trenton Industries Limited in such a way that employment might be stabilized throughout the year. This industry, which produces railroad rolling stock and equipment, has been plagued by violent fluctuations of demand for its products, the brief said.

The brief asked the provincial Government to approach the federal Government and the Canadian Maritime Commission to ask construction of a Canadian fleet of competitive cargo and passenger ships and also to encourage building of fishing craft by supplementing present federal subsidies.

A crisis in Canadian shipbuilding had been prevented during the last five years, the brief said, by a naval shipbuilding program. But, it added, "many people are asking the question why Canada should bear the expense of a large naval fleet to

protect foreign shipping while permitting the Canadian merchant marine to decline."

To further assist the shipbuilding and shipping industries, the brief asked for enactment of legislative protection as found in other maritime nations and adoption of a wide trade policy with other countries. It also urged the provincial Government to indicate to the federal Government that Canada's coastal trade should be confined to Canada-built ships and to insist that any vessels built with the assistance of provincial funds be constructed and repaired in Nova Scotia shipyards.

The issue of freight rates was of one which affected the entire question of industrial development, the labour delegation said. The brief asked the Government to make every effort to have relieved the heavy financial burden caused by existing rates. With a realistic freight rate structure "we could compete on an equitable basis in central Canadian markets," Federation President Ben O'Neill said.

The brief stated that although Labour did not consider present federal plans met its goal of adequate medical care for all, it was a step in the right direction and urged the provincial Government to co-operate and to provide leadership in bringing about a truly national health scheme.

A requested change in the Workmen's Compensation Act would provide that an injured worker be maintained on full compensation until he had found suitable employment or it had been found for him. It was explained that, in some cases, a worker whose injury had healed but who, as a result of his injury, was unable to do his former work, could not collect either compensation or unemployment insurance.

Other changes asked would delete the present five-day qualifying period, provide payment for actual wages lost and would bring workers, widows and dependents under the old rates up to the level of the present rates and make them eligible for any future increases.

Features of the Trade Union Act were badly in need of revision, the brief said, so that they did not "shackle and frustrate the legitimate activity" of unions. It asked, among other requests, for broadening of the meaning of the term "employee" so as to allow any worker who so desired to become a union member. As examples, the brief mentioned policemen, inshore and trawler fishermen, nurses, mine shot firers, teachers and workers who were laid off because of seasonal shortages and who ordinarily would be hired again when work recommenced.

The brief asked for mandatory certification where a union could prove that a minimum of 50 per cent plus one of the employees were members in good standing.

In the field of social legislation, the brief requested an increase in the Mother's Allowance to \$100 per month, that the age limit for old age pensions be reduced to 65 years for men and 60 years for women, without a means test, and that the pension be increased to \$65 per month.

A recommendation for legislation for two weeks' vacation with pay after a year's service was made. Nova Scotia, Prince Edward Island and Newfoundland were the only provinces not having such a law, the Federation stated.

Other recommendations called for the establishment of a vocational high school in Cape Breton County, the appointment of a union representative to the Dominion Coal Board, an adequate minimum wage act for men and upward revision of the Minimum Wage Act for women, an act to prevent discrimination against older employees, freedom for fishermen to join the union of their choice and recognition of chiropractors under the Workmen's Compensation Act.

Ben O'Neill, President of the Federation, and Hugh MacLeod, Secretary-Treasurer, headed the 40-man delegation which presented the brief.

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## ***Proceedings of Parliament of Labour Interest***

### **Speech from the Throne**

**January 8**

*Grants to Universities:* Notice was given that Parliament will be asked to approve a further grant of money to the Canada Council, to be distributed by it for the purpose of assisting Canadian universities

in some of their necessary construction projects. It will be asked also to approve the doubling of the annual grants to universities and the payment of these funds to the National Conference of Canadian Universities for division by it among the recognized institutions of higher learning.

*Vocational Training:* A measure will be introduced to provide for renewing on a revised and increased basis the federal program of grants to provincial governments in aid of technical and vocational training.

*Merchant Seamen Compensation Act:* Amendments will be introduced making "appropriate improvements" in the scale of benefits to disabled seamen and the dependents of deceased seamen.

The Speech commented on the present inflationary tendencies as follows:

Indeed our economic expansion has been so rapid that it has put a serious strain upon the supply of various types of labour and materials needed for the many projects which are being put in hand. The corresponding competition to borrow savings to finance all these projects has brought about an increase in interest rates. Increases in volume of money and credit have had to be carefully limited in order to check inflationary tendencies and the financial policies of my Government have also been directed to counteract these same tendencies.

There was reference to the Canadian Pacific Railway dispute over the retention of firemen on diesel engines:

In the last few days a serious industrial dispute has led to a stoppage of work on one of the major railways of Canada despite the use of the normal processes of conciliation. Special efforts have been made and are continuing to be made by my ministers to assist the parties to reach an agreed settlement.

## **CPR Firemen's Strike\***

**January 9**

The Hon. Milton F. Gregg, Minister of Labour, tabled copies of the conciliation board's majority and minority reports (see page 177) and a factual report covering the background of the dispute up to January 8.

It was suggested by M. J. Coldwell, Leader of the CCF Party, that both parties to the dispute should be requested to recommence railway operations immediately on the basis previously existing, without prejudice to the rights of either side. The CPR employees, he said, have already indicated their willingness to do so but so far the CPR management has refused. If this refusal is continued the federal Government should appoint a controller to take over temporary management of the railway and direct immediate resumption of operations while further negotiations are pending, he argued.

He suggested that because the principal issue involved in the strike—management's desire to cease employing firemen

on diesels in freight and yard services—concerned a question of safety, the matter should be investigated "by an impartial board of inquiry comprised of experts and technicians".

Solon E. Low, Leader of the Social Credit Party, stated the matter should be referred to a commission for study, such commission to investigate as quickly as possible every angle of the situation.

**January 10**

In reply to questions put by the Leader of the Opposition concerning the setting-up and composition of an investigating board, the Prime Minister said that under the provisions of the Railway Act it could be the Board of Transport Commissioners or, under the Industrial Disputes and Investigation Act, it could be a board constituted by the Minister of Labour. There is also the General Inquiries Act, under which a royal commission could be set up, he added.

"What is being pressed by us," said Mr. St. Laurent, "is something that will be apt to be accepted without compulsion being resorted to."

To a further question as to whether the decision would be final, the Prime Minister replied:

There will not be any agreement accepted by the union of a contractual obligation to accept the decision, but Canadian citizens usually accept what properly constituted authority determines to be the right kind of law for the land.

**January 11**

An end to the strike was announced by the Prime Minister.

A proposal had been agreed to by both parties, he said, whereby a commission consisting of three judges will be set up to study the matter and report not later than October 1, 1957. Transportation services, stated the Prime Minister, would be resumed forthwith.

**January 17**

The Prime Minister announced that a Royal Commission had been appointed to inquire into and report upon the unresolved issues in the dispute.

## **Inflation**

**January 9**

In an effort to halt inflation, Solon E. Low, Leader of the Social Credit Party, urged the early appointment of a national finance and economic commission, answerable directly to Parliament.

\*See page 159.

## Gordon Commission Report

January 10

The Gordon Commission Report on Canada's Economic Prospects over the next 25 years was tabled in the House of Commons. (Major recommendations are given in brief on p. 129).

## Canada Council

January 10

The Prime Minister moved that the House go into committee at the next sitting to consider a measure providing for the establishment of a Canada Council for the encouragement of the arts, humanities and social sciences, and further to provide *inter alia* that:

(a) the Minister of Finance may, out of the consolidated revenue fund, pay to the council the sum of fifty million dollars to constitute an endowment fund for the purposes of the act, and

(b) the council shall establish a fund to be called the university capital grants fund, to which shall be credited the sum of fifty million dollars, to be paid to the council by the Minister of Finance out of the consolidated revenue fund.

## Civil Service Commission

January 10

Appointment to the vacant post on the Civil Service Commission "will be made in due course" Mrs. Ellen L. Fairclough (PC, Hamilton-West) was told by Hon. Roch Pinard, Secretary of State, when she inquired as to progress made.\*

## The Older Worker

January 10

A plea for equal employment opportunities for older workers was made by Robert Cauchon (L., Beauharnois-Salaberry). Workers over 40, he said, are most frequently the sufferers when production methods change.

Mr. Cauchon made the following recommendations:

1. That the Department of Labour should begin a study of the Massachusetts Commission against Discrimination with a view to setting up a similar commission in Canada.

2. That the Department should also consider amending the national Unemployment Insurance Act to enable the worker to change employment without loss of his rights in a pension plan...

"I believe it is industry's and government's joint responsibility, in recognition of the innate dignity of the human soul,

\*On January 17, the appointment of Miss Ruth Addison, at the time executive assistant to the Deputy Defence Production Minister, was announced.

to provide employment for each worker during the years he is employable and to assure him of a pension sufficient to free him from want in his old age," Mr. Cauchon declared.

## Retirement Age

January 10

"Automatic retirement at 65 does not make sense in the light of our present knowledge of the differing capacities of people at various ages," S. C. Balcom (L., Halifax) stated. He requested that hourly-paid and prevailing-rate employees aged 65 to 70 who are capable of work be retained in 1957.

## Annual Vacations and Statutory Holidays with Pay for Employees

January 10

Two bills, one providing that all employees who come under federal labour jurisdiction shall have at least two weeks' annual vacation with pay after one year's service, the other providing for at least eight days statutory holidays with pay each year, were introduced by Stanley Knowles (CCF., Winnipeg North Centre) and received first reading.

## Voluntary Revocable Check-off

January 10

A bill to amend the Industrial Relations and Disputes Investigation Act to provide for the voluntary revocable check-off of union dues was introduced by Stanley Knowles (CCF., Winnipeg North Centre) and received first reading.

## Right to Vote at Advance Polls

January 10

A bill to extend the privilege of voting at advance polls in federal elections to any qualified voter who finds he must be away from his constituency on election day was introduced by Stanley Knowles (CCF., Winnipeg North Centre) and received first reading.

## Health Insurance

January 9

M. J. Coldwell (CCF, Rosetown-Biggar) moved an amendment to the amendment to the Speech from the Throne criticizing the Government for "failure to announce legislation establishing a comprehensive nation-wide program of health insurance, with provision for provincial participation".

### **January 11**

Stating that a year had elapsed, with only three provinces signifying their willingness to enter into an agreement with the federal Government concerning a health insurance plan, Stanley Knowles (CCF, Winnipeg North Centre) thought the Government should review the proposition and improve and revise its offer so that it could get the required number of provinces to agree.

### **January 14**

Hon. Paul Martin, Minister of National Health and Welfare, said in reply that he considered the proposal basically "so constructively wise" that no suggested changes were needed. He added that he hoped to be in a position later to make a further observation on this matter.

### **January 16**

The amendment to the amendment moved by Mr. Coldwell was defeated by a vote of 135 to 69.

## **Old Age Security**

### **January 10**

S. R. Balcom (L., Halifax) stated his belief that the pension of \$40 paid to persons over 70 years should be increased by \$10 a month; also that assistance to the needy between the ages of 65 and 70 years should be similarly increased.

Upward revision in the pension rate was also urged by several other members during the debate on the Speech from the Throne.

Clarence Gillis (CCF, Glace Bay) suggested also that the age of 65 under the Old Age Assistance Act should be lowered to 60 for men and 50 for women.

### **January 14**

H. W. Herridge (CCF, Kootenay West) thought old age pensioners should be permitted to enjoy the same rights with respect to leaving Canada as are enjoyed by other pensioners of the federal Government.

## **Family Allowances**

### **January 10**

An increase in the rate of family allowances was urged by Charles Cannon (L., Iles-de-la-Madeleine) and, later in the debate, by several other members.

## **Disabled Persons**

### **January 10**

S. R. Balcom (L., Halifax) advocated a "broadly-conceived" program of assistance and training for the disabled. He

suggested an allowance should be paid to those for whom there is some hope, however slight, of rehabilitation.

### **January 16**

A more liberal interpretation of the Disabled Persons Act was urged by William Bryce (CCF, Selkirk).

## **Labour-Management Relations**

### **January 10**

Introduction of profit-sharing plans, whereby labour becomes a partner with industry and "shares in the wealth that the hands of labour have helped to create," was suggested by H. O. White (PC, Middlesex East) as one solution to industrial strife.

### **January 11**

Clarence Gillis (CCF, Cape Breton South) referred to the CPR firemen's strike as "one of the reflex pains of automation" and proposed that the Government set up industrial councils, "by means of which representatives from every industry in the country would be able to meet with the government, with representatives of management, and the unions called in whenever there was a threatened disturbance because of technological advance".

## **Unemployment Insurance**

### **January 10**

Unemployment insurance was dealt with at length by Ovide Lafamme (L., Bellechasse), who made the following suggestions:

1. That a larger number of offices be established so as to be within reach of the unemployed and thus avoid large travelling expenses.
2. That employees responsible for supplying information and acting, so to speak, as counsel for the claimant be posted in each office.
3. That costs be paid to each claimant who succeeds in gaining his point before the board of referees.
4. That a lawyer be named on each board of referees.

### **January 14**

Andre Gauthier (L., Lake St. John) proposed that the Unemployment Insurance Act be amended to provide that payment of seasonal benefit begin in early December. A construction worker, he said, generally becomes unemployed at the end of November and such an amendment would "enable our workless people to receive unemployment benefits before the great holidays of Christmas and New Year".

## Pensions of Superannuated Civil Servants

**January 14**

The Government has been giving the matter attention, the Prime Minister told Stanley Knowles (CCF, Winnipeg North Centre), who raised the question of increasing the pensions of retired civil servants, to bring them into line with the higher cost of living.

**January 18**

Leader of the Opposition J. G. Diefenbaker asked the Prime Minister if he could give any assurance that pensions of superannuated civil servants, members of the armed forces and the Royal Canadian Mounted Police would be increased.

The Prime Minister's reply was that all matter of public interest "receive careful consideration and when decisions have been reached they are announced in the forms that are traditional in constitutional assemblies".

## National Industrial Pension Scheme

**January 14**

Establishment of a national industrial pension scheme, on the ground that it would permit freedom of movement in labour, was urged by H. W. Herridge (CCF, Kootenay West).

## Department of Youth

**January 14**

The suggestion that a Department of Youth be set up to administer federal financial aid to universities and the granting of scholarships and bursaries was made by Raymond Bruneau (L., Glengarry-Prescott).

## Housing

**January 14**

H. W. Herridge (CCF, Kootenay West) would like to see greater provision for low-cost housing.

**January 15**

Asked by Michael Starr (PC, Ontario) if during 1957 contractors and builders will be able to secure loans for the purpose of building houses in groups of say 20 to 25 and, if so, from what source, the Minister of Public Works, Hon. Robert H. Winters, said he anticipated the facilities under the National Housing Act will be in operation in 1957, as heretofore, but with some difference in the matter of degree.

## Interest Act

**January 14**

H. R. Argue (CCF, Assiniboia) introduced a bill to place a limit of 12 per cent per annum on the interest rate, carrying and other charges that may be made by companies engaged in lending money, instalment sales, automobile financing or other such financial transactions.

Bill received first reading.

## Pensions for the Blind

**January 15**

Lionel Bertrand (L., Terrebonne) urged abolition of the means test in the case of pensions for the blind.

Hayden Stanton (PC, Leeds) said blind persons should be permitted to earn what they can without it "interfering in any way with the small pension they are receiving".

**January 16**

An increase in the amount of pension payable to blind persons was urged by William Bryce (CCF, Selkirk).

## Income Tax Exemptions

**January 15**

A. R. Lusby (L., Cumberland) recommended the Government consider a revision of the Income Tax Act to afford some relief to parents in respect of sons and daughters attending college, and also in the case of earnings of students.

**January 16**

G. S. White (PC, Hastings-Frontenac) hoped the income tax exemption for a married man would be raised to at least \$3,000 and for a single person to \$1,500, with "reasonable" increases in exemptions for children.

Stating that he favours tax reductions, "if feasible at the moment," W. Ross Thatcher (L., Moose Jaw-Lake Centre) proposed:

If economists tell us it is too dangerous to put this extra purchasing power into the hands of consumers at the present time, then I believe some method should be found to give the public the benefit of tax reduction on a postponed basis. Perhaps some kind of deferred savings certificate could be issued by the Government which would not be redeemable for three years or five years.

## Bilingualism in Civil Service

**January 15**

Fernand Girard (Ind., Lapointe) introduced a bill to amend the Civil Service Act requiring preference to be given bilingual candidates for appointment in the Civil Service.

# Labour's Briefs to the Cabinet

Canada's three major labour organizations present annual legislative proposals to federal Cabinet. All three delegations stress need for introduction of health insurance plan, improvement of housing program

Annual submissions to the Cabinet were made by Canada's three major labour organizations last month. The Canadian Labour Congress presented its memorandum on legislative proposals and recommendations on January 23, the Canadian and Catholic Confederation of Labour and the National Legislative Committee of the International Railway Brotherhoods on January 24.

The CLC's brief was its first; until the merger last April of the Trades and Labour Congress of Canada and the Canadian Congress of Labour, these groups had presented separate submissions.

Emphasis was given in the CLC brief to a request for a national hospital insurance plan, an appeal for an improved housing program and a warning that this winter's unemployment was "more than seasonal". The CLC devoted a large section of its memorandum to government employees and also, two days after the presentation of its main brief, submitted a separate brief dealing with employees of the federal Government.

The CCCL expressed approval of federal grants to universities, belief that the grants did not encroach on provincial rights, and regret that it had not yet been possible to reach an agreement with all provinces on the grants. The Confederation also called for a national health plan, revival of the excess profits tax and the establishment of a prices investigation board. A supplementary brief urging that coverage of the Unemployment Insurance Act be extended to hospital employees was submitted by the CCCL at the same time.

The brief of the International Railway Brotherhoods gave evidence of concern over the advent of automation on the nation's railways and over job losses that result when a railway line is abandoned. A request for a national transportation policy was repeated.

In his reply to the labour delegations, Prime Minister St. Laurent dwelt mainly on international affairs and Canada's need in view of the international situation to maintain strong defences. Defence spending, he pointed out to all three groups, prevented spending on social security measures. The Prime Minister told the delegations, however, that their submissions would receive careful consideration by the Government.

## Canadian Labour Congress

"We believe that the highest priority should be placed on the early implementation of a nation-wide program of health care," the Canadian Labour Congress declared in its first memorandum to the federal Cabinet of legislative changes and administrative improvements. The Congress urged the Government to proceed "now" with the establishment of a comprehensive nation-wide health insurance plan.

Emphasis was also placed on the need for an improved housing program, and a special section of the brief, addressed to the Government "as the employer of many

thousands of members of our affiliated organizations," was devoted to government employees. Another section was devoted to Canada's economic outlook. The general economic situation was "highly satisfactory," the CLC said, but certain features—the rise in the cost of living, the decline in housing, and the more-than-seasonal rise in unemployment—were not so satisfactory.

In an introduction to its memorandum, the Congress repeated its five broad aims:—

1. Full employment with a rising standard of living.

2. Satisfactory sharing of the national income, which includes comprehensive social security.

3. A nation-wide plan of health insurance.

4. Uniform labour legislation covering all workers, including those in the public service.

5. Bread, peace and freedom for all peoples throughout the world.

### Economic Situation

Dealing with the economic situation and policies, the CLC said that despite the fact that national income, gross national product and wage rates were all at record levels, there were "certain features of the situation which are not so satisfactory".

Prices were cited as an example. While increases in the cost-of-living index had been small they had been steady. From May 1 to October 1 average weekly salaries and wages in straight money terms rose 3.3 per cent but price increases cut the rail increase to just over one-half of .1 per cent.

The housing situation was also regarded as serious. With the anticipated 25-per-cent drop in starts, it was estimated that National Housing Act mortgages for 1956-57 would be little more than half the 1955-56 level.

"There is still a serious shortage of decent low-cost housing," the brief stated.

To meet that shortage, Canada needs a residential construction industry. To develop such an industry is a long, slow and difficult process. To dismantle it is easy and quick. We are now dismantling it, long before the need for it is exhausted. When the immediate inflationary pressures of the moment have passed, the Government will presumably want to resume house-building on a large scale. But it will find it cannot do so, because the industry has been dismantled, and it will have to begin again, from scratch or near it, to rebuild laboriously the industry which is now being sacrificed.

The rise in unemployment was described as "more than seasonal".

It is true that unemployment, generally, fell, in the summer and early fall, to the lowest levels in several years. But in November 1956, the increase from October in the number of persons without jobs and seeking work was 38 per cent, compared with only 14 per cent in 1955, 19 per cent in 1954, and 37 per cent in 1953, when the recession of 1954 was already casting its shadow. From November 1953 to March 1954, the number of persons without jobs and seeking work more than doubled. The smallest November-March increase since the winter of 1949-50 has been over 48 per cent. If even that pattern is repeated this year, the March 1957 total would be over 200,000; and this figure of persons without jobs and seeking work admittedly leaves out of account people on layoffs of less than 30 days.

The housing situation was related to unemployment. It was estimated that some 35,000 direct residential construction workers would be laid off by the end of February with little prospect of re-employment in the spring.

"For every man employed on site there are about two-and-a-half employed off site," the CLC said. "Also, each new dwelling takes about \$1,500 to furnish; so that a drop of 30,000 in housing completions would mean a cut of about \$45,000,000 in the market for consumer durables, with corresponding cuts in the market for materials entering into such consumer durables."

Specific proposals made with regard to housing were:—

1. Substantial reduction in down payments and interest rates under NHA.

2. Requests to municipalities to use the NHA subsidized low-rental housing provisions.

(An increase in the maximum NHA mortgage interest rate to 6 per cent was announced only two days before the presentation of the CLC brief and took effect only the day before the submission. At this point in his reading of the memorandum, CLC President Claude Jodoin interjected the comment: "We may be a little late in saying this.")

3. Vigorous slum clearance.

4. Full support to co-operative housing.

Summing up the CLC's views on the general economic situation, the brief said there were indications that the speed of the boom may be slackening and that the second half of 1957 may be "softer" with increased unemployment.

"The tight money policy and the piling up of a large budget surplus are having some effect. The Government and the Bank of Canada," the Congress warned, "should watch the situation closely to prevent the brakes being kept on too hard or too long."

The Government should also consider that both the tight money policy and the budget surplus are controls that do not differentiate between regions or between industries of greater or less social importance. Unemployment was proportionately higher in the Atlantic provinces and Quebec, the brief pointed out.

### Automation

The Congress renewed a request for the establishment of a national advisory commission on technical changes and automation.

"We are beginning to feel the effects of technical changes in Canada," the Congress said, referring to the CPR strike. "The closing down of a major railway operation in this country has come as a direct result of such changes. It is to be expected that more problems of this sort will appear as the process of technical change continues.

The loss of employment opportunities consequent from such technical changes is a matter of great concern to us. The dislocation which these developments will and can cause within the Canadian economy must be of great concern not only to ourselves but to the Government and Canadians generally.

### **Immigration**

The Government was commended for "the quick action taken to assist the refugees from Hungary".

However, Canada's immigration policy should be much better planned, the memorandum declared. "Canada can absorb a much larger population but, in doing so, employment and housing opportunities should be kept carefully and continuously in mind.

We recommend that immigration become the responsibility of the Department of Labour and an advisory committee on immigration be established which would recommend necessary and desirable adjustments in legislation, administration and policy in this field. This committee should be composed of representatives of labour, management, government and social agencies concerned with this problem.

The Immigration Act should be amended to remove any bars on grounds of race, creed, colour or national origin.

### **Health Insurance**

In asking for "the highest priority" for a comprehensive national health plan, the CLC said the program should include "preventive, diagnostic, curative and rehabilitative services rendered by physicians, surgeons, dentists and other specialists, hospitals, and health agencies".

The step taken by the Government of Canada in offering to pay a share of the costs of hospital care and diagnostic services if six provinces representing a majority of the population agree to proceed, is worthy of commendation as a move in the right direction. However, the Canadian Labour Congress does not accept the position that comprehensive nation-wide health insurance cannot be implemented without further delay.

The CLC said that the enthusiastic view taken by the Gordon Royal Commission of Canada's Economic Prospects reinforced the position that there was no longer need for delay in the implementation of nation-wide health insurance and other measures of over-all social security.

### **Social Security**

Other social security changes proposed included: reduction of the qualifying age for old age pension to 65 and increased payment to \$65 a month; increased pensions for the blind and disabled; continuance of family allowance to 20 years in the case of children attending school; lifting of the \$1,200 ceiling on government annuities to \$2,400; and adoption of a national industrial pension plan that would extend pension opportunities and enable workers to change jobs without losing their pension rights.

### **Unemployment Insurance**

Revisions in unemployment insurance were suggested to broaden application of the plan and bring benefits into line with current wage and salary levels. The present \$57 weekly wage ceiling for contributors was described as "entirely unrealistic" with average weekly earnings in manufacturing at \$63.62 for October 1, 1956.

Other recommendations were: extension of the Act to all workers, payment of regular benefits to workers idled by illness; establishment of benefits at two-thirds of earnings at all levels of income; payment of benefits during a maximum period of 52 weeks; seasonal benefits from December to April each year; elimination of the waiting period; modification of disqualifications due to work stoppages and ban on referrals to struck plants; equal treatment for married women; and restoration of the status of the advisory committee.

### **Dominion-Provincial Relations**

An appeal was made for closer working relations between the federal and provincial governments. Five areas in which it was suggested such a relationship would be beneficial were: uniformity in labour legislation, uniformity in social security, transportation, taxation, and education.

Dealing with labour legislation, the CLC sought enactment of a federal vacation act providing for a minimum of two weeks' annual vacation and eight statutory holidays for all employees within federal jurisdiction. A Fair Wage Act was suggested to provide union wages and conditions on all government contracts. A minimum wage of \$1 an hour should be established and the work-week set at 40 hours.

The Government was commended for its introduction of equal pay legislation and the hope was expressed that the example would be followed by all the provinces.

The CLC asked for a more equitable distribution of taxation, which, it said, weighed too heavily on workers. Proposals were that income tax exemptions should be raised to \$1,500 for single persons and \$3,000 for married persons, with \$500 exemption for each child. All medical, dental, optical and hospital expenses should be deductible, as well as out-of-town living and travelling expenses for construction workers. The cost of workers' equipment and protective clothing should also be exempt.

Increased federal aid to the universities was endorsed and a dominion-provincial conference on education was proposed.

The Congress said that the principle of representation by population was not being maintained in the present House of Commons representation.

The memorandum also asked for extension of the franchise to persons of 18 years and over and additional facilities for advance polls.

### International Relations

The Government was asked to use its increasing influence in the international field towards utilization of the United Nations in the settlement of all international disputes, free decision by all peoples as to their own form of government, and an increasing standard of living for all peoples.

"We believe higher living standards, free unions and free collective bargaining to be natural steps toward peace and freedom," the Congress said.

Increase of the Canadian contribution to the Colombo Plan to \$100,000,000 was sought, together with greater participation in the United Nations Technical Assistance program.

The labour organization supported the government in its support of the United Nations in the Middle East situation and advocated continued efforts towards a general acceptance of a UN police force.

On the Hungarian uprising, the CLC said:

Surely, if doubts existed as to the tyrannical and cruel nature of the Soviet dictatorship, the Soviet action in Hungary should dispel them. The speed with which massive military might was thrust against the Hungarian people is undoubtedly indicative of the readiness of the Soviet military machine. Certainly it is indicative of the attitude of the Moscow Soviet tyranny and its readiness to hurl its military might at anyone wherever or whenever it seems expedient to do so.

Continuous expansion of international trade was regarded as a necessary part of continued economic expansion in Canada.

The necessity for the importation of \$3,600,000,000 worth of fully or chiefly manufactured goods in 1956 was questioned. Encouragement should be given to the development of secondary industry in Canada. Careful consideration was asked toward improvement of farm purchasing power.

While progress had been made in the field of human rights and in combating discrimination, a great deal remained to be accomplished. The enactment of a Bill of Rights which could be incorporated into the British North America Act was advocated.

### Government Employees

A special section of the memorandum was devoted to government employees. It was suggested that there should be an upward revision of salaries of classified employees to bring their earnings into line with those paid in private employment. A regulated bargaining procedure should be established to provide for the settlement of differences between the government and organizations of government employees through conciliation and voluntary resort to arbitration where necessary. The five-day week was proposed for all employees with a maximum 40-hour week for operational, and 35-hour for administrative, classes. The Government was asked to contribute at least one-half of the cost of a suitable hospital-medical plan covering its employees.

Improved postal service was sought, with a restoration of twice daily deliveries in residential areas.

Objection was raised to the growing practice of Canadian National Railways contracting out work and selling, leasing or transferring properties to others.

"We believe that Parliament has never given approval for the dismantling of the Canadian National Railways," the CLC said. "Yet present policies being followed by the railway management are tending in this direction. We ask the Government to put a stop to this unnecessary and undesirable disposal of public property."

The CLC again voiced strong opposition to the use of compulsory arbitration. In a reference to the CPR strike, the memorandum said:

We are very pleased to note the apparent change of attitude and approach to this extremely important matter. The Government deserves our full commendation for gaining a settlement of the recent railway dispute resulting in a resumption of operations and the referring of the technical issue

to a public enquiry without resorting to final and binding decisions as a necessary part of the enquiry's functions.

We believe that free collective bargaining and the reaching of decisions whether directly or through third party conciliation without resort to compulsion form a very important part of our democratic way of life. The Canadian Labour Congress is determined to do everything possible to keep it so.

The CLC memorandum was read by President Claude Jodoin, who headed a delegation that filled the Railway Committee Room in the Parliament Buildings. The delegation comprised Executive Vice-President Gordon Cushing, Secretary-Treasurer Donald MacDonald, the CLC's executive council and representatives from many affiliated unions.

### Prime Minister's Reply

After granting that there were things about which from time to time "we do have to attempt to revise our previous opinions," the Prime Minister said that he had always been of the opinion that collective bargaining "could not operate satisfactorily under our constitutional system". It is not the Government that employs the public service, he explained, but rather the people of Canada.

"However," he continued, "I was surprised to learn that they have some system of collective bargaining (in the Civil Service) in the United Kingdom. I have asked to have a close study made of the form and method in which it is operating.

I am not promising you that I am going to change my views, but I am promising you that I want to get the best and most accurate information as to what is being done and can be done...

The Prime Minister then remarked that if everything were done that is intended to be done this year—in monetary terms it would be 12½ per cent greater than what was intended for 1956, he said—it would be more than the materials and labour in the Canadian economy can achieve. "I hope that as much as can be done will be done; but it does create stresses and it does create competition for capital funds and for the use of manpower and materials. And all this has an inflationary tendency," he explained.

The optimistic forecasts of the Gordon Report that the CLC's memorandum had referred to, Mr. St. Laurent continued, are based on the assumption that there is not going to be another world war. While he did not think there would be war, he believed that we had to maintain a state

of preparedness as a deterrent to every potential aggressor. The building up of that preparedness has placed a burden on Canada and her allies, he said.

Here the Prime Minister declared that since the scientists in Russia had succeeded in producing an atomic bomb, the Russian leaders had been "scared into a state of mind where they are very conscious of the deterring value of the forces we have jointly built up in the free nations of the world".

Turning to some specific requests contained in the CLC memorandum, the Prime Minister admitted there would possibly be fewer houses built in 1957 than in 1955 and 1956 but pointed out that the total built in the last two years exceeded the number of new family formations in the period. That meant there was some catching up with the backlog, he said.

It may be that we will not be catching up or will not be erasing a very substantial part of the backlog that still does exist; but there are going to be lots of houses built and there are going to be lots of housing units finished during 1957.

He did not think that the implication that the housing industry was being dismantled was fully justified. The industry would be maintained but possibly with not as many in its ranks as last year, when men were diverted from other industries into it.

While it was unfortunately true that financial policies do not distinguish between one area and another, the argument that they might perhaps operate more fairly if they were accompanied by controls loses sight of the fact that in Canada there were 11 governments, Mr. St. Laurent reminded the delegation. The federal Government did not always succeed in getting the greatest possible measure of co-operation between it and the provincial governments.

Education was a good example of this, the Prime Minister said. Even the extension of federal aid to universities, for which the CLC had commended the Government, had not been accepted in all provinces. And, he added, he would hesitate at the present time to issue an invitation to the provincial premiers to attend a conference on education.

Again he rejected the recommendation that unemployment insurance benefits be paid to workers idled because of illness on the ground that such a step would convert unemployment insurance into sickness insurance.

In answer to the request for a return to the twice-daily delivery of mail, Mr. St. Laurent said that that was one measure presently under consideration.

## Cabinet Members Present

The Prime Minister was accompanied by 13 members of the Cabinet: Rt. Hon. C. D. Howe, Minister of Trade and Commerce and Minister of Defence Production; Hon. Paul Martin, Minister of National Health and Welfare; Hon. James J. McCann, Minister of National Revenue; Hon. Milton F. Gregg, Minister of Labour; Hon. Stuart S. Garson, Minister of Justice;

Hon. Robert H. Winters, Minister of Public Works; Hon. Walter Harris, Minister of Finance; Hon. James Sinclair, Minister of Fisheries; Hon. Ralph Campney, Minister of National Defence; Hon. William R. Macdonald, Leader of the Government in the Senate; Hon. John W. Pickersgill, Minister of Citizenship and Immigration; Hon. Jean Lesage, Minister of Northern Affairs and National Resources; and Hon. Roch Pinard, Secretary of State.

## CLC Makes Specific Proposals Concerning Civil Servants

Specific proposals for a regulated bargaining procedure for civil servants were placed before Cabinet representatives by a CLC delegation at a separate meeting two days after presentation of the main Congress brief.

The delegation, composed of representatives of affiliated and chartered organizations of the CLC with members employed by the Government of Canada, met with Secretary of State Roch Pinard, Finance Minister Walter Harris, and Labour Minister Milton F. Gregg. L. E. Wismer, Legislative Director of the CLC, headed the delegation.

The brief presented to the three ministers supplemented, with concrete proposals, representations made by the CLC to the Cabinet on January 23. It recalled that the Government had, on many occasions, said it was prepared to meet the pay rates and working conditions of good employers. The CLC suggested this could best be accomplished through mutual agreement between the Government and its employees. The brief explained:

We propose that separate and distinct provisions be made for a regulated bargaining procedure through which the Government and the recognized organizations of its employees (those employed under the Civil Service Act and Section 7 of the Financial Administration Act) could reach satisfactory agreements on these matters. This should take the form of a separate Act of Parliament or an order in council, whichever is appropriate.

Seven proposals were advanced for inclusion in such legislation:—

1. Recognition of the organization of employees.

2. The recognition may include a commitment by the organization that its members have no right or intention to strike. (The CLC said that employees it

represented "would be prepared to have this provision as a part of the recognition itself for the purposes of this legislation".)

3. The right of the recognized organization to consult with and reach an agreement with the Government on all matters affecting employment including conditions of recruitment, training, hours of work, promotion, discipline, overtime, health, welfare, seniority and remuneration. It was not proposed that such negotiations should include individual cases.

4. The right of the recognized organization to seek and obtain conciliation services should there be points at issue which cannot be resolved in direct consultations.

5. The right, as a last resort, to seek and obtain arbitration services, the award of which would be binding on both the Government and the employees on issues that cannot be resolved in direct negotiation. The legislation should indicate that an arbitrator will be selected in such cases from the members of the Supreme Court of Canada or the Exchequer Court.

6. The right of the recognized organization to proceed similarly with the appropriate employing Department. This does not mean that individual cases should be subjected to conciliation and arbitration but, where general problems arise, these services should be available when the Department and the appropriate recognized organization cannot resolve the difficulty.

7. The necessary machinery for carrying out the above.

These purposes could not be achieved through the existing National Joint Council of the Public Service and the Prevailing Rates Committee because of their limited terms of reference and unbalanced membership, the CLC said. It was proposed, however, that the terms of reference and

membership of both bodies be re-defined and that these bodies then be given power to administer the proposed legislation.

"We are making these proposals to you today because we believe that your direct

employees through their chosen organizations should be accorded the same rights as Parliament has accorded the employees of private enterprises and your Crown Corporations," the CLC said.

## Canadian and Catholic Confederation of Labour

The Canadian and Catholic Confederation of Labour declared itself to be in favour of federal grants to universities and expressed regret that it has not yet been possible to reach an agreement on the subject.

In its annual brief to the federal Cabinet, the organization, which represents nearly 100,000 workers in the province of Quebec, stated that such grants, distributed through the National Conference of Canadian Universities, "bear no risk of encroachment" on provincial rights.

The CCCL also called for the setting-up of a health insurance plan, the reestablishment of the excess profits tax, the formation of a permanent price investigation board, and an increase in the maximum amount which can be purchased in Government Annuities.

A supplementary brief urging that the Unemployment Insurance Act be amended so as to cover hospital employees was also submitted to the Cabinet.

In the international sphere, the CCCL requested the Government to sponsor a measure in the United Nations calling for the setting-up of a permanent international police force whose function it would be to maintain peace.

The brief was read by the General Secretary, Jean Marchand. Gérard Picard, General President of the CCCL, made some special remarks in connection with certain proposals, including a protest against the fact that certain employers are laying off workers in order to hire Hungarian refugees for lower wages.

### The International Situation

The CCCL called upon the Government to sponsor a measure in the United Nations for the setting-up of a permanent international police force "whose function it would be to maintain peace and to prevent any conflict from developing into a world-wide disaster".

The brief denounced the attitude of Great Britain, France and Israel in Egypt, on the one hand, and the armed aggression of Soviet Russia in Hungary on the other.

This intervention in Hungary the CCCL called a "revolting assault reminiscent of the darkest pages of the history of mankind".

The brief also praised the part played by Canada in the United Nations Organization and approved of the Canadian Government's "courage in denouncing the illegitimate use of force by the Greater Powers, especially by Russia against Hungary".

The CCCL also wholeheartedly approved of the Government's hospitality towards the Hungarian refugees, but stressed the need for "a better co-ordination of efforts by the public authorities and the Canadian population at large, in order to help those victims of tyranny more efficiently".

In connection with this statement, however, Mr. Picard specified that the CCCL, although it has no objection to the general policy of the Department of Citizenship and Immigration, takes exception nevertheless to those employers "who take the liberty of laying off certain members of their regular staff and hiring refugees at a lower wage.

"Action of some kind is absolutely necessary before such abuses take place," said the CCCL President; "otherwise the labour world will be driven back against the wall and will offer almost continual opposition to the immigration policy, since, if it did not, it would suffer too many consequences."

### The Threat of Inflation

The CCCL suggested that the excess profits tax be reestablished and that a permanent price investigation board be set up in order to curb inflation.

Calling on the Government to take whatever steps may be necessary to counter the threat of inflation, the brief stated that the present system of attempting to counter-balance inflationary trends by setting higher interest rates and restricting credit is "inadequate".

Credit restrictions, when applied to the building sector, tend to substantially slow down economic activities therein, at a time when there is still so much to be done to find an adequate solution to the housing problem in this country. On the other hand, for those who want to build their own home, the general increase of interest rates turns out to be a heavy financial burden which they may have to carry along for many years to come.

In requesting the reestablishment of the excess profits tax, the brief pointed out that this measure "yielded good results during the war".

Once more the CCCL advocated trying out a price inquiry system. It felt that if producers were obliged to justify contemplated price increases in public, this would serve to prevent a great many increases which make for inflation.

### **Grants to Universities**

The CCCL stated that it was in favour of federal grants to the universities, in which it saw "no risk of encroachment" on provincial rights.

The brief pointed out that Canada's rapid economic development calls for a serious effort to raise the educational level of the Canadian people and that the rapid increase in the number of students is creating a real problem for our educational institutions.

Stating that it "favours such federal grants to our universities as will allow them to attend to the needs of all who strive for a complete education," the CCCL went on to say that such grants, being distributed through the National Conference of Canadian Universities, "bear no risk of encroachment upon the constitutional rights of the Canadian provinces".

The brief stated that the CCCL "regrets that it has not been possible to reach an agreement concerning this important question".

### **Unemployment Insurance**

The CCCL suggested several changes in the Unemployment Insurance Act, and even submitted a supplementary memorandum dealing solely with hospital employees.

This supplementary brief brought up two arguments which have been put forward by hospital institutions for exemption from unemployment insurance—the fact that they are charitable institutions—"not carried on for purpose of gain"—and the fact that there is no unemployment in hospitals.

According to the CCCL, the contribution of hospital institutions would amount to about  $\frac{1}{2}$  of 1 per cent of the total budget of each institution, and would not, therefore, constitute an additional burden.

Moreover, the rate of labour turnover in the hospitals of Quebec province varies, it would seem, from 45 to 75 per cent.

The brief also protested against the fact that this category of employees is called upon to support the hospitals indirectly by doing without social benefits which are now considered indispensable.

According to the brief, hospital employees want to be placed on an equal footing with other workers, and they are prepared to contribute their share. They are in the labour market and they cannot understand why they should be treated differently. The very low level of wages paid in hospitals literally prevents them from saving any money to meet the risks inherent in our present way of life. They should be able to count on unemployment insurance benefits more than any other class of workers.

The CCCL also suggested:—

Paying regular benefits to the unemployed as long as they are unable to find suitable employment;

Setting up a new scale of benefits for unemployed persons with three dependents, the rates running from \$10 to \$37 weekly;

Increasing by half, without partial or total loss of benefits, the weekly earnings allowed an unemployed insured person;

Allowing supplementary benefits;

Preventing the use of the National Employment Service in case of a strike or lockout; and

Doing away with all special restrictions imposed on married women.

### **Health Insurance**

The CCCL called for the establishment of a health insurance scheme but did not suggest any definite plan.

It did point out that such a scheme should take the form of "legislation of a concurrent nature," as is the case with old age pensions and pensions for disabled persons. It also advocated a contributory system, jointly financed by the employees (on the basis of their income), the employers and the governments, leaving each person free to choose his physician.

### **Government Annuities**

Once more the CCCL suggested that the maximum Government Annuity payable to each participant should be increased to at least \$2,400. The brief pointed out that a great many workers are interested in such annuities, but that the present maximum of \$1,200 is much too low.

### **Remarks by CCCL President**

The General President of the CCCL drew the Government's attention to the need for compiling statistical data on industrial productivity and for setting up an organization to collect information on automation.

"There should be here in Canada," he said, "through the Dominion Bureau of Statistics, a continual compilation of industrial productivity to serve as a guide

concerning the economic development of the country, the progress being made and all factors contributing to the general prosperity”.

He also pointed out that it is impossible for any organization of a private nature to have all the necessary up-to-date information on a subject as complicated as automation.

### The Clothing Industry

Angelo Forte, President of the Clothing Federation, spoke briefly, stressing the fact that workers in the clothing industry are not benefiting by Canada's general prosperity.

Mr. Forte, who is one of the vice-presidents of the CCCL, drew attention to the fact that the standard of living of these workers is notably lower in sectors where there is a great deal of importing.

“We admit that imports are necessary to ensure such prosperity in Canada,” he said. “We feel, however, that it is not quite fair for the clothing workers to bear a greater share of this burden of Canadian prosperity by accepting a lower standard of living than the rest.”

Mr. Forte suggested a meeting at an early date to discuss the problem in greater detail.

### The Prime Minister

The Right Hon. Louis S. St. Laurent, commenting on Mr. Forte's remarks, pointed out that we must “take into consideration the needs of the very great majority of consumers” and expressed the opinion that higher duties on clothing would not be favourably received by the Canadian people.

According to the Royal Commission on Canada's Economic Prospects, the Prime Minister said, the average level of our duties on imports is high enough.

He attributed part of the difficulty in the clothing industry to the fact that consumers, men as well as women, seem to attach more importance to the aesthetic than the utilitarian.

Among the factors favouring imports, Mr. St. Laurent mentioned mass production in other countries, which makes a lower price possible, as well as a certain lack of efficiency in some sectors of the Canadian clothing industry.

He reminded the delegation, however, that there are measures in existence to prevent dumping.

The Prime Minister also urged the labour world to discuss the problem so as to alert public opinion.

“In a general way,” he said, “our fellow-citizens want to be fair towards one another, and when you can convince them that a certain situation is unjust, they are prepared to recognize that such injustice should not go on, that it should not be permanent.”

Mr. St. Laurent applied this same reasoning to the replacing of Canadian workers by Hungarian refugees at lower wages.

If that is happening, and if the public becomes aware of it, those who are guilty of this practice will soon have to change their tactics, because our people, in general, would not look favourably upon such a procedure.

Good relations between management and labour, said Mr. St. Laurent, constitute an important factor in increased production.

With regard to extending the Unemployment Insurance Act to hospital employees, the Prime Minister urged union members to carry on their educational work in order to make hospital institutions realize that such an extension of the Act would not represent an additional burden for them.

In this way, he added, the hospitals will finally be convinced that it is more difficult to obtain or to keep a competent staff in their service if there is no Unemployment Insurance and that the additional expenditure involved in constantly training new employees would more than make up for the cost of contributions to unemployment insurance.

Turning to the international sphere, the Prime Minister stressed the fact that NATO's power of retaliation is an important factor which any possible aggressor would have to take into consideration.

Canada, he said, “has not given up the hope that some day we shall have in the United Nations an organization able to give us that feeling of security which we would like to have”.

He explained that the North Atlantic Treaty Organization had been created “simply because we do not have that feeling of security which the United Nations could have given if all those who had the right to exercise a veto had done so only under conditions of serious and essential public interest”.

He assured the CCCL delegation that the Government would continue to do all it could to ensure peace.

### Cabinet Members Present

The following Cabinet ministers accompanied the Prime Minister: Right Hon. James G. Gardiner, Minister of Agriculture; Hon. Paul Martin, Minister of

National Health and Welfare; Hon. Milton F. Gregg, Minister of Labour; Hon. Hugues Lapointe, Minister of Veterans Affairs and Postmaster General; Hon. Walter E. Harris, Minister of Finance and Receiver General; Hon. William Ross Macdonald, Solicitor General; Hon. John W. Pickersgill, Minister of Citizenship and Immigra-

tion; Hon. Jean Lesage, Minister of Northern Affairs and National Resources; Hon. George Marler, Minister of Transport; and Hon. Roch Pinard, Secretary of State. Also present were: J. A. Blanchette, Parliamentary Assistant to the Minister of Labour, and a number of Members from the province of Quebec.

## **International Railway Brotherhoods**

Canada's program for the rehabilitation of disabled persons is "most commendable," the National Legislative Committee of the International Railway Brotherhoods declared in its annual submission to the Cabinet. "It is hoped that progress will not be impeded by limitation of financial assistance," it added.

This is not the time to reduce the size of the National Advisory Committee on the Rehabilitation of Disabled Persons, the brief said.

Other recommendations made in the brief were that employees thrown out of work by the abandonment of a railway line be protected and that "early and co-ordinated measures should be taken to avoid or to hold to a minimum the social dislocations and human costs that may be involved in technological progress and to ensure the greatest possible benefit to all sectors of the community". The Committee suggested that the Government have a study made of industrial efficiency and development with the view that automation will be used to improve living and working standards.

Other recommendations made by the Committee in its brief covered old age security, family allowances, the Unemployment Insurance Act, immigration, rehabilitation of disabled persons, education, housing, national health insurance, a national transportation policy, income tax, and some changes in the Industrial Relations and Disputes Investigation Act.

### **The Railway Act**

Section 168 of the Railway Act, which provides that a railway company may with the approval of the Board of Transport Commissioners abandon any line of railway, should, in the opinion of the Committee, be amended to provide that any employee who is displaced by such an abandonment shall:

Be compensated by the company on the basis of the dismissal wage provided in the Canadian National-Canadian Pacific Act.

Be reimbursed all reasonable travelling and moving expenses and for time lost in consequence of the abandonment.

Be compensated for any loss suffered in selling his house, the company to be allowed the option of buying it at a fair valuation.

Be compensated for any loss suffered by the abandonment of a lease held by him on a house he occupies as a home.

### **Rehabilitation of Disabled Persons**

The economic value of the rehabilitation plan, the Committee said, had been evidenced by the Report and Recommendations of the National Advisory Committee on the Rehabilitation of Disabled Persons.

### **Social Security**

The Committee renewed the requests made in previous years for increased social security allowances. Its suggestions included: amendment of the Old Age Assistance Act to lower the age requirement for women to 60, and increase benefits to \$60 a month; amending the Old Age Security Act to lower the qualifying age to 65 and increase the benefit to \$60 a month.

Changes in the Family Allowances Act were again urged to increase the monthly benefits by \$5 as a means of compensating for the reduction in their purchasing power since the scale of benefits was last revised in 1949.

### **Unemployment Insurance**

The unemployment insurance fund, the brief asserted, has increased sufficiently "to meet the needs of the unemployed more adequately". The Committee asked that consideration be given to amending the Act to provide: restoration of the maximum period of benefit to 51 weeks, an increase in rate of benefit to at least two-thirds of the former earnings, elimination of the waiting period, that workers who refuse to cross another union's picket lines be not disqualified from benefit, and that insured employees who are unable to work due to illness be entitled to benefit.

### **Housing**

"Despite the fact that Central Mortgage and Housing celebrated recently the erection of the millionth house under the National Housing Act, the housing shortage in Canada still remains one of the prime unsolved problems of the day," the brief contended.

It complained that the tight money policy of the Government had reduced the number of housing starts compared with the previous year, and it reiterated statements made in 1954 and 1955 with reference to housing for the average Canadian wage earner. The Government was asked to consider amending the National Housing Act by:

Lowering the down payment to 7 per cent on houses appraised up to \$13,500 and reducing the interest rate on mortgages from 5½ per cent to 3 per cent on such houses, and introducing a maximum earning stipulation of \$4,000 for purchasers.

Extending the coverage of the Act to allow financing of the purchase of houses in good condition up to 25 years old.

### **National Health Insurance**

The Committee expressed disappointment that the majority of the provinces had failed to take advantage of the federal Government's announced willingness to join them in providing health insurance on a national scale. It was of the opinion that people with low incomes were getting inadequate medical, surgical, dental and hospital care; it pointed out that a number of people who had been in the medium or high income brackets before reaching the age of 65 fell into the low income category after that age. This, it said, emphasized the need for a uniform system of national health insurance.

### **Taxation**

Reduction of income tax was requested through increase in the exemption to \$1,500 for single persons and \$3,000 for taxpayers with dependents, provision for deduction of all medical and dental expenses in computing taxable income, and more favourable treatment in cases where husband and wife are both earning money.

The Committee also asked that the Income Tax Act be amended to provide that a taxpayer may deduct from taxable income amounts disbursed by him for meals and lodging while employed by a railway company away from his place of residence.

### **I.R. & D.I. Act**

"Certification of a trade union should provide that after a collective agreement has been entered into, the employer shall not be permitted to 'farm out' work covered by the agreement; and the regulations of the Canada Labour Relations Board should so stipulate," the brief stated.

Since decisions of the Canada Labour Relations Board are not subject to appeal, but may be varied or revoked by the Board, the Committee urged that the Act

should provide that decisions or orders of the Board shall be recorded in writing, and be available to all interested persons.

It also recommended that the following be added as a subsection to Section 32:

*Representation before Board:* In any proceedings before the Conciliation Board no person except with the consent of the parties shall be entitled to be represented by a barrister, solicitor or advocate.

As justification for this change the Committee argued that the hearing of a dispute before a conciliation "is not a legal matter" and that "there is no necessity for lawyers in the trade union movement developed as it is today". It added that "conciliation proceedings on the railways in recent years, where legal counsel was employed, support our position that the Act be amended as aforesaid."

### **Disabled Persons Act**

The Committee suggested that the Act should be amended to: reduce the minimum qualifying age from 18 to 16 years, increase the monthly allowance to \$50, and increase the income qualifications of a recipient by \$120 a year.

### **Other Matters**

The Committee expressed its view on other matters as follows:—

It approved of the Government's policy of selective immigration, but suggested that more attention be given to the question of seasonal unemployment. It supported the action of the Government in regard to immigration from Hungary.

Pleasure was expressed at the Government's proposal to double the annual grants to the universities and turn them over to the National Conference of Canadian Universities to be divided and distributed.

The Committee reiterated its advocacy of a "national transportation policy" which would have the purpose of controlling other forms of transport besides railways. "The creation of a board, national in scope, representative of all governments, federal and provincial, to govern interprovincial and international highway traffic" was recommended.

Various ways in which technical changes in the railways had affected the employment of railway workers were mentioned, and the Committee urged that "industries which contemplate the introduction of automation should in their planning consider from the beginning how it will affect their workers and bring them into early discussions". It declared that "early and co-ordinated measures should be taken to

avoid or to hold to a minimum the social dislocations and human costs which may be involved in technological progress".

Previous submissions on the subject of statutory side clearances applicable to all railway lines and tracks were reiterated, as also were those relating to the powers of municipal authorities to seek restriction of warning whistles or bells at highway crossings.

Previous representations on the subject of the elimination and protection of level crossings were repeated.

The Committee urged that regulations in the Explosives Act which apply to the transport of explosives be extended to certain other dangerous goods, such as radioactive materials, gasoline, compressed gases, etc.

Government control of radio broadcasting and telecasting under trusteeship of the Canadian Broadcasting Corporation was again approved.

### Members of the Delegation

The brief was read by J. G. McLean of the Brotherhood of Locomotive Firemen and Enginemen, Chairman of the Legislative Committee. Other representatives of the Railway Brotherhoods present were: H. E. Campbell of the Brotherhood of Locomotive Engineers, Secretary of Committee; A. H. Balch of the Brotherhood of Railroad Trainmen, Vice-president of Committee; A. A. Hutchison, Order of Railroad Telegraphers; M. W. Helston, Order of Railway Conductors; J. A. Huneault, Brotherhood of Maintenance of Way Employees; and H. Smith, Division No. 4, Railway Employees Department, AFL.

When he finished reading his formal, printed brief to the Cabinet, Mr. McLean continued:

We would like to add just one short statement, Mr. Prime Minister. This memorandum was prepared prior to the railroad strike. Our committee on behalf of the railway workers takes this opportunity to convey sincere appreciation to you, Mr. Prime Minister, to the Minister of Labour, the Minister of Trade and Commerce and to the advisers of the Labour Department who accomplished through patient conciliation a settlement resulting in an early resumption of railway operations.

The Government's approach to the problem was made difficult through press editorials first in pre-judging the question at issue and the second in advocating that your Government use compulsion without delay. To you personally, Mr. Prime Minister, we add our sincere thanks.

### Prime Minister's Reply

"My colleagues and I are certainly gratified that you should have found that we adopted a course that promotes the respect of the public for the processes of collective bargaining between management and employees," the Prime Minister said at the beginning of his reply to the Brotherhoods' brief.

It did take some time, and there were inconveniences suffered by the public; there was also, no doubt, some loss to the company and some loss to the men, but I think that they all approached the problem with a sincere desire to have it settled in a manner that would leave no bitter feeling on either side.

I think that is a very happy achievement because there is no doubt that the efficiency of our railroad services depends upon a harmonious relationship between the management and the operatives.

Speaking on requests made in the brief for greater social security and reduced income tax, Mr. St. Laurent said:

We have established a basis for these social security measures mentioned in your presentation. For the most part your recommendations are such as would involve much larger expenditures in certain fields of social security provision.

There is another recommendation that the Income Tax Act be fixed up in such a way that it would produce less than it has been producing. I doubt whether this can be realistically envisaged until such time as we are able to afford to make some substantial surplus available.

Referring to the mention of the "tight money" policy in the Brotherhoods' brief, Mr. St. Laurent said he didn't know if it could rightly be called a tight money policy because "there has been much more money available in 1956 than there has been in any previous year for devotion to permanent capital improvements.

"There is, I think, such a justified confidence in the future of our country that there are a lot of people who are anxious to expand, and when you add the cost of each project to the other—when you count the cost of all the projects together—it amounts to more than the money, or the material, or the labour available, and all of it cannot be done."

### Cabinet Members Present

The Prime Minister was accompanied by the following members of the Cabinet: Rt. Hon. C. D. Howe, Minister of Trade and Commerce and Minister of Defence Production; Hon. Milton F. Gregg, Minister of Labour; Hon. Robert H. Winters, Minister of Public Works; Hon. Walter E. Harris, Minister of Finance; Hon. George C. Marler, Minister of Transport; and Hon. Roch Pinard, Secretary of State.

# The CPR Firemen's Strike

Nine-day walkout that halted all rail operations on one of Canada's major railways ends when disputants agree to submit "the diesel issue" to Royal Commission of three judges. Commission's report not binding

A Royal Commission of three judges appointed to study the dispute between the Brotherhood of Locomotive Firemen and Enginemen and the Canadian Pacific Railway Company, which caused a nine-day strike from January 2 to January 11, has been named and instructed to report by October 1 this year whether or not firemen can safely be eliminated from diesel locomotives in yard and freight service (L.G. Jan., p. 5).

Appointment of the Royal Commission brought a truce in the strike after other negotiations had failed to prevent the work stoppage, or get the trains moving again after the strike began.

Chairman of the Royal Commission is Mr. Justice Roy L. Kellock of the Supreme Court of Canada. The members are Mr. Justice C. C. McLaurin, Chief Justice of the Trial Division of the Alberta Supreme Court, and Mr. Justice Jean Martineau of the Quebec Court of Queen's Bench.

Through public hearings, the Commission will seek the answer to whether the CPR is correct in its assertion that firemen are not needed on diesel locomotives, or whether the Brotherhood is correct in its claim that firemen are essential, primarily as a safety measure.

The Commission's report will not be binding on either party to the dispute.

The strike involved 2,800 firemen employed by the railway. With the cessation of all CPR rail operations from coast to coast, 65,000 other CPR employees immediately were made idle.

In chronological sequence, the events leading up to the strike were as follows:—

On February 1, 1956, the Brotherhood of Locomotive Firemen and Enginemen (CLC) sent a 60-day notice to the Canadian Pacific Railway Company advising that new contract demands would be made, on expiry of the current contract on March 31. The Brotherhood's demands included a 25-per-cent pay boost, pay for statutory holidays, and time-and-a-half for statutory holidays worked (L.G. Feb. 1956, p. 142).

On February 21, CPR and Brotherhood officials began negotiations on the proposed new contract in the East. On

February 29, negotiations began in the West, and the Company proposed the elimination of firemen-helpers aboard freight yard diesels operated by the company.

On April 18, the Company applied to the Department of Labour for a conciliation board on the "diesel-automation issue". The following day the Brotherhood applied for a conciliation board on the wage issue.

On May 9 a conciliation board was appointed to consider the matters under dispute. Chairman of the board was Judge J. C. Anderson of Belleville, the Brotherhood's nominee was Senator A. W. Roebuck, QC, and the Company nominee was E. M. Hall, QC, of Saskatoon.

One month later, on June 9, the board met at Belleville to consider procedural matters, and on June 27, opened public hearings at Ottawa. After hearing proposals for 25 days, the board concluded its sittings on November 15.

On December 19, the board issued a majority report accepting the CPR stand on diesels and recommending wage increases of 7 per cent, retroactive to April 1956, and a further 5-per-cent increase to become effective in June 1957. Senator Roebuck issued a minority report. (For texts of the majority and minority reports, see page 177.)

On the same date, December 19, W. E. Gamble, Canadian Vice-President of the Brotherhood, announced that the majority report of the conciliation board was being rejected, and that the Brotherhood would take a strike vote.

Through its vice-president of personnel, D. I. McNeill, the Canadian Pacific Railway Company advised the Department of Labour, by letter, that it was prepared to accept the conciliation board's majority findings.

On December 26, the Brotherhood called a strike against the CPR, to take effect at 4:00 p.m. local time on January 2, 1957, "unless the Company withdraws its proposals for eliminating firemen-helpers on diesels".

On December 29, a Saturday, N. R. Crump, President of the CPR, and Mr. Gamble came to Ottawa at the invitation

of the Department to confer with Acting Prime Minister C. D. Howe and Labour Minister Gregg, in an attempt to reach an agreement that would prevent the

Following are the crew arrangements for diesel-powered trains—main issue in the dispute between the Canadian Pacific Railway Company and the Brotherhood of Locomotive Firemen and Enginemen.

On freight trains there is an engineer, fireman and front-end brakeman in the cab of the locomotive. The conductor and rear-end brakeman ride in the caboose.

The engineer operates the locomotive. The fireman assists him, checks signals with him and resets safety devices that have tripped off accidentally, and makes minor repairs.

The front-end brakeman watches the front part of the train for defective wheels, journal boxes and other breakdowns.

The company proposes that a trainman do the job of the fireman and brakeman, and thus eliminate one man from the crew in the locomotive cab.

Yard shunting is done by a five-man crew. The fireman and engineer are in the cab of the locomotive, while the two brakemen and a yardman (conductor) are on the ground. The men on the ground give signals to the engineer, and these are checked by the fireman. In operations close to buildings or on curves, the fireman receives the signal directly and relays it to the engineer.

The CPR seeks to drop the fireman from the shunting engine cab, thus leaving the engineer alone to receive signals from the men on the ground. The Brotherhood opposes this change in crew arrangements. The railway offered to install dual controls in the engines so that the engineer could operate from the opposite side of the engine, when his view from the right side is blocked by curves or buildings. It offered to put a trainman in the cab when extremely close operations are necessary.

Crews on passenger trains are not part of the dispute—only the fireman and engineer ride in the cab of these. The CPR feels that the fireman is necessary on passenger trains, because he operates the steam boiler which heats the passenger coaches.

strike. No agreement was reached. A further meeting was held on Monday, December 31; no agreement was reached.

At this time, the Canadian Labour Congress, through President Claude Jodoin, made it known to government officials that the CLC was available to act in any capacity that might prevent the strike. In conjunction with his offer, Mr. Jodoin referred to previous CLC suggestions that a council of labour-management-government be set up to study problems involved in growing automation, a major issue in the dispute.

On January 2, 1957, Hon. Milton F. Gregg, Minister of Labour, released the text of a telegram sent by Rt. Hon. C. D. Howe, Acting Prime Minister, to Mr. Crump and Mr. Gamble in a last-minute effort to prevent the strike. Text of the telegram follows:

Although Mr. Gregg and I are being inundated this morning with demands that the strike be stopped we know it is not necessary to emphasize again to you that the cessation of train service on the Canadian Pacific Railway lines resulting from the withdrawal of the locomotive firemen scheduled to take effect this afternoon will give rise to very serious inconvenience and hardship to many Canadian communities serviced by Canadian Pacific Railway lines as well as serious disruption in movement of grain, fuel and other essential commodities. The action will also affect the employment of many thousands of railway workers not directly involved in the strike as well as of workers in other industries.

In all the circumstances we strongly urge you to give favourable consideration to the proposal explored during our discussions, namely that strike action be cancelled forthwith and that the diesel issue be separated from the other matters in dispute and submitted to an independent tribunal for disposition and that the parties continue negotiations for settlement of other issues involved in the contract dispute. Same wire sent to Mr. Gamble. I would be glad to have your reply. C. D. Howe, Acting Prime Minister.

The following reply was received from Mr. Crump:

Referring to your joint wire date to Mr. Gamble and me regarding dispute between Brotherhood of Locomotive Firemen and Enginemen and Canadian Pacific Railway. As you realize from our discussions in Ottawa Canadian Pacific is keenly aware of the hardship and loss that will be suffered not only by other Canadian Pacific employees but by the many communities served by Canadian Pacific as well.

To prevent this calamity Canadian Pacific is still agreeable that the diesel issue be submitted to an independent tribunal for final disposition and that other issues be

settled by negotiations between the parties. Operations could be resumed forthwith on this basis. N. R. Crump.

Mr. Gamble replied as follows:

Re your tel today the Brotherhood appreciates the gravity of the situation arising from strike action and gave careful consideration to its many serious implications before reaching decision to withdraw from service of the Canadian Pacific Railway. Further it continues to bear in mind all of the adverse effects that may result. But in view of the several facts among them that the Canadian Pacific Railway is the only important railroad on the North American Continent refusing to withdraw those demands in the diesel issue and also refusing to grant locomotive firemen deserved wage increases the Brotherhood cannot conclude otherwise than that the primary responsibility rests with the company.

May we restate our position; that the important wage issue be settled on a basis such as granted other railway employees. We believe that an independent tribunal such as we discussed could render a valuable report on the diesel issue and we continue to be ready to work with such a tribunal in a thorough study of firemen duties and the universal acceptance of them by other than the employer in this case. W. E. Gamble.

At 4:00 p.m. on January 2 the strike began.

On January 8, a new session of Parliament began, and one of the first matters on the agenda was action to bring about an end of the strike. On January 11, Prime Minister St. Laurent informed the House that the strike had been ended and that trains would begin moving again the following day, January 12.

Terms of the agreement under which the strike ended was the granting of the pay raise recommended by the conciliation board, and the assurance that the Government would appoint a Royal Commission to study the "diesel-automation issue".

The Canadian house-building industry was advised to give some thought to reducing costs in order to tap the lower-income market, which is virtually untapped.

The market for \$15,000 to \$17,000 houses may not continue to display its postwar strength, the National House Builders' Association was warned last month by

A number of Canadian cities and communities were reported to be seriously affected by the strike on the CPR.

Possibly the most gravely affected was Saint John, N.B., where the City Council, on January 5, declared a state of emergency. Mayor W. W. Macaulay said that a lengthy strike could turn Saint John into a ghost city". Prayers were offered in the churches for an end to the tie-up. Some 90 per cent of the traffic to the port's ocean terminals is moved by the CPR.

In Calgary, Edmonton, Medicine Hat and Pincher Creek in Alberta, several industries, among them coal mines and chemical and manufacturing plants, felt the strike pinch. More than 2,000 coal miners were laid off. Calgary, alone, listed more than 1,500 jobless due to the strike.

Saskatchewan farmers were affected by the strike because they depend on the CPR to move their grain to elevators.

In British Columbia, the worst hit city was Trail, where a layoff of 4,000 men was imminent at the Consolidated Mining and Smelting plant on January 9, because of a shortage of ore.

In Northern Ontario, some 1,000 men were idled at the Lakehead ports, when grain shipments stopped coming to the grain elevators.

Some of the mining areas in Quebec indicated that big-scale layoffs would occur if the strike went beyond various stated periods, anywhere from one or two days up to one week or more. Similar reports were made from numerous other centres across the country, in various industries.

The exact number of non-strikers put out of work by the strike, beyond the 65,000 railway employees, was difficult to assess, but it was estimated that several thousand were affected.

F. F. Field, Quebec Supervisor of the Central Mortgage and Housing Corporation. He was speaking in a panel discussion of "Canada's Housing Outlook for 1957" at the Association's annual convention in Montreal.

The house-building industry had "done little to bring the day of a truly low-cost house closer," Mr. Field said.

# Occupations of University Women—3

Third instalment of article based on replies to questionnaire sent by Women's Bureau to members of Canadian Federation of University Women deals with dietitians, home economists and women in natural sciences

## The Home Economists and Dietitians

"In 1917 dietetics was a new field, one that seemed to offer unique opportunities for women. I have never regretted that I chose it for I have had a long interesting career, including secondary school and university teaching and work abroad under the expanded technical assistance program of the United Nations."—*A woman past fifty whose post-graduate studies in home economics in two American universities have enriched her varied professional activities.*

"Detailed as a messing officer in a CWAC depot during the war, I became interested in nutrition. Immediately after demobilization, using my DVA credits, I entered university to study home economics and then spent a dietetic internship in a large hospital. For six years I have been a hospital dietitian, directing dietary staff, supervising special diets, instructing student nurses in nutrition and diet therapy, supervising food storage and preparation and service to patients and staff."—*A woman in her forties for whom army experience was the key to a satisfying vocation.*

"Being a daughter in my family home was my first step into home economics. I learned home-making skills, including cooking, at an early age and was always fond of art and interior decorating. After graduating with a B.Sc. degree, I interned as a hospital dietitian and continued for a few years in that type of work. Later I went into the commercial field to be director of food service for a large firm."—*A married woman, at present occupied with her home and three small children, who finds her home economics training "invaluable in running a household".*

About one-third of all home economists are employed as teachers in elementary and secondary schools, colleges and universities, but teaching is by no means the only occupation open to graduates in this field.\*

\**Careers in Home Economics*, Canadian Occupations Monograph 39, published by the Department of Labour, Ottawa, gives useful information on the profession. A film-strip under the same title may be purchased from the National Film Board, 3255 Côte de Liesse Road, Montreal 3, Quebec.

Home economics teachers who replied to the Women's Bureau questionnaire were grouped with other teachers.

Of those remaining, nutritional work is the predominant occupation, and the largest number are hospital dietitians at various stages of responsibility, from practical assistants to supervisors of diet therapy and lecturers in nutrition. In smaller hospitals these women perform widely varied duties.

Next in number come those in the commercial field, including directors of food services in business and industrial establishments and clubs, and also demonstrators in the employ of utility and food production companies.

Closely allied to the first of these groups are several dietitians in charge of food services in university residences, whose work may involve supervision of several kitchens and dining rooms, as well as the ordering of food and planning of meals. A number of respondents fill civil service posts, both federal and provincial: planning educational programs through publications, radio and television, carrying on research in food products and providing consulting services in nutrition. Food hygienists are also employed by governments.

Several respondents are engaged in the more general field of home economics, working with women's institutes and 4-H clubs through the extension services of provincial departments of agriculture. One person who admits to a flair for writing does editorial work in nutrition.

As basic training the respondents, without exception, had elected undergraduate work in home economics. A hospital internship followed for those now engaged in hospital dietetics. One respondent took graduate studies in health education in an American university, specializing in nutritional factors in public health; several others completed higher degrees in home economics, some of them in American universities. Most of this last group are now engaged in teaching at the university level, and they are the only ones who have had international experience. A number

have added a business course to their equipment, and several plan to do so because "a dietitian needs that kind of training". Several plan to proceed to further study, most of them to the Master's degree in nutrition. One woman, at present in charge of the dietary department of a large hospital, would like to secure training in personnel management, and another, who is in government service, would like to study the food habits and consumption of other countries, looking for new ideas for the use of Canadian agricultural products abroad.

### Participation of Married Women

Close to one-half of the respondents were married women, most of whom are at present occupied with home and families; none of these has clearly formulated plans for returning to professional employment. Of those who are working outside their homes all are doing part-time work, for example, as demonstrators of food products or gas or electric appliances; one works seasonally as a judge of foods at fall fairs and exhibitions.

### Salaries

The highest salaries of the home economists and dietitians, excluding the teachers, are those of senior hospital dietitians, whose earnings are in the range from \$6,000 to \$8,000. The largest number of respondents fall in the range between \$3,000 and \$4,000; these include assistant hospital dietitians, federal and provincial civil servants, and cafeteria supervisors in various types of business establishment. Other food service directors are receiving from \$4,000 to \$6,000 a year. Part-time workers and some of the assistant hospital dietitians reported a net salary of between \$2,000 and \$3,000.

### Reasons for Choosing the Profession

"Home economics appealed to me as a good course for a woman. It is excellent preparation for marriage and also offers a wide choice of interests for a career," writes one of the respondents. A sense of its unique suitability for women is the most frequent reason given for choosing this profession.

Several women trace their decision to home influences and interest awakened through relatives or friends who were in the profession. Two persons tested their interest by summer work in a hospital diet kitchen. Interest in food and textiles awakened in home economics courses at school led several to decide to enter the

field. One person began to study nursing but found hospital dietetics more congenial. Another, brought up on a farm and belonging to a 4-H club, had come to believe that home economics has an important place in rural welfare and this conviction became the motive of her professional choice.

### Difficulties

"Too much work for too few dietitians." Lack of trained personnel and the low salaries that in part account for the shortage are the chief difficulties encountered by the home economists who replied to the questionnaire.

Those engaged in nutrition education experience a sense of frustration in being unable to reach "the people most in need of advice". There is some feeling, too, of prevalent indifference to nutritional values, "resulting from too much commercial advertising". The sense of defeat that comes from a failure on the part of the medical profession "to recognize the professional status of the home economics graduate" is mentioned by some senior hospital dietitians. A civil servant who complains of "a paralysis of initiative and ambition that is associated with the promotional system of the service rather than with the profession" reflects a sense of frustration that is mentioned by several others who are in government employ.

Irregular hours of work and the need to be "a 'jack of all trades', administrator, bookkeeper, teacher and so on,"—unpredictable, time-consuming demands that hinder specialization are handicaps mentioned by several respondents.

### Sources of Satisfaction

The satisfaction of being able to help people maintain good health by improving their dietary habits while still living within their budgetary limitations stands out in the experience of this group of women. Food therapy, which contributes to the welfare and rehabilitation of patients, is especially gratifying work. One hospital dietitian puts it this way: "Work on special diets with interested intelligent patients is always rewarding."

The sense of being a useful person whose experience is expanding in a realm that is uniquely "a woman's field of work" pervades all of the responses. Several mention the satisfaction of personal contacts with all kinds of people and a number who have worked in both commercial and hospital environments express a definite preference for the latter because of the daily realization of being helpful to others.

## The Women in Scientific Professions

"Natural and early interest in nature prompted me to study biology, and I became an entomologist. My first assignment was the handling of foreign insect parasites brought to Canada to combat the spruce sawfly which, having come from Europe, was rapidly infecting Canadian spruce trees. Because of our large forest areas chemical control of the pest was impossible, and there were no native parasites that would attack the sawfly. Later I worked on parasites that destroy grasshoppers on the prairies to learn how they might be used more efficiently in preventing the destruction of crops by grasshoppers. At present I am doing research concerned with the effect of environmental conditions on the reproduction of hymenopterous parasites."—*A married woman in her forties with a full-time job as well as her household who, having no children, has been "glad to be able to use 'her' skill and knowledge in a useful job"*.

"Despite the adverse counsel of my friends and relations, I chose biochemistry and physiology because of my special interest in scientific studies. For several years after completing the M.Sc. degree I was a 'lab.' demonstrator at the university but I decided to leave academic circles for industry, where opportunities for women are greater, and am now doing biological research in a large pharmaceutical firm."—*A French-Canadian woman in her thirties who enjoys working out problems in the laboratory, feels that she may be helping to lessen human suffering.*

"Cancer research is my field. I am responsible for work on the physical basis of radiation treatment of the disease and for developing new techniques in the use of radioactive isotopes for diagnosis. I was always interested in physics; the field was open and there was a great need for hospital physicists. A bursary from the Canadian Cancer Society made it possible for me to take up the necessary post-graduate studies; my undergraduate course gave me only the bare foundation for my present work."—*A radiation physicist not yet thirty who had just received a travelling fellowship for study abroad.*

"A scholarship in mathematics and science from high school directed me into science at the university. I specialized in chemistry and went on to post-graduate work in organic chemistry. My professional experience was wholly in atomic research, extremely interesting work with congenial associates but with very little

chance of advancement for women."—*A young woman now married and not at present employed who chafed under lack of professional recognition because of her sex.*

The variety of careers in the natural sciences represented among the respondents to the Women's Bureau questionnaire is apparent from the table given below.

Laboratory technicians, all but two of them under forty, form the largest group. Their work includes laboratory testing related to blood analysis, the treatment of leukaemia, haematology, hormone chemistry, diabetes, metabolism and pathology in general. One woman had worked alone, conducting all laboratory tests in a fifty-bed hospital. In most hospitals there are numbers of technicians, though the respondents record that there are never really enough. Work for laboratory technicians in industry was principally in the pharmaceutical field but also in the metal industries.

The usual pattern of training in the group has been a period in hospital or a public health laboratory following graduation from university, with specialization in science or in some cases home economics. Almost all of the group are registered technicians, members of the Canadian Society of Laboratory Technicians. One of the older women who had begun her professional life as a teacher, after graduate studies in bacteriology and pathology, worked with the medical section of the Red Cross in Europe and later, on returning to Canada, took refresher courses to qualify as a registered technician.

Next in number are the chemists, of whom an even larger proportion are in the younger age groups. In their undergraduate studies, mathematics, physics and physiology were in several cases combined with chemistry. The majority were employed immediately on graduation, usually in industry—aluminum, chemical, food, mining and petroleum—but also in government departments, where they were engaged in the analysis of soils and plant materials or in atomic research. A few had done advanced study and research in either organic or inorganic chemistry. Three were granted research fellowships; one of these, who recently came to Canada from Great Britain with a Ph.D. degree, is doing post-doctorate work in metallurgical chemistry.

The bacteriologists who responded to the questionnaire were more evenly distributed by age and the largest number

# WOMEN IN SCIENTIFIC PROFESSIONS

Profession	No.	Age-group			Degrees		Marital Status		Number Currently Employed		Current Earnings (1956)					Employer				
		50+	40-49	30-39	20-29	B.A. or B. Sc.	M.A. or M. Sc.	Ph.D.	Single	Married	2000-3000	3000-4000	4000-5000	5000-6000	6000-8000	Government	Research Foundation	Industry	Hospital	University
Laboratory Technician...	16	1	1	6	8	14	2	.....	4	12	4	1	4	1	.....	✓	.....	4	10	2
Chemist.....	12	.....	1	1	10	8	2	2	5	7	5	1	.....	1	.....	3	1	6	.....	2
Bacteriologist...	11	3	2	2	4	9	1	1	5	7	3	1 <sup>(1)</sup>	3	.....	2	2	1	1	2	5
Biologist.....	9	.....	4	3	2	5	3	1	5	4	4	2	1 <sup>(1)</sup>	2	1	6	.....	1	2	.....
Biochemist....	4	.....	1	3	.....	1	3	.....	1	3	1	1	1	.....	.....	1	.....	2	.....	1
Meteorologist..	2	.....	.....	2	.....	2	.....	.....	1	1	1	.....	1	.....	.....	1	.....	1	.....	.....
Geologist.....	1	.....	.....	.....	1	1	.....	.....	.....	1	.....	.....	1	.....	.....	.....	.....	1	.....	.....
Physiologist...	1	.....	1	.....	.....	.....	.....	1	1	.....	1	.....	1	.....	.....	.....	.....	.....	.....	1
Physicist.....	1	.....	.....	.....	1	.....	1	.....	1	.....	1	.....	.....	.....	1	1	.....	.....	.....	.....
Total.....	57	4	10	17	26	40	12	5	23	35	20	9	7	10	7	14	2	16	14	11

(<sup>1</sup>) Part-time.

had found employment in universities. Some of these were research assistants whose work includes setting up the laboratory for students and occasional stenography, as well as research. Others were engaged in full-time research projects, usually in some phase of diagnostic bacteriology. This last field is the predominant one also for those employed by public health laboratories or research foundations. Two women were working in dairy bacteriology. Only two of the group, both past fifty, had taken studies beyond the B.A. degree. One of these has a Ph.D. degree and is now doing advanced research in the diagnosis of disease. The other, now married and retired, worked in the Connaught Laboratories in the 1920's and "was greatly intrigued by the strides made in bacteriology during the negotiations on insulins and toxoids".

Botany and zoology had claimed equal numbers of the biologists. The botanists had worked in such fields as seed analysis, wheat breeding and plant pathology, while those with a major in zoology had been in nutritional work, haematology and fisheries research. The majority of both groups had been employed by agricultural departments or institutions of provincial and federal governments. Four of the group had taken post-graduate work, one of them proceeding to a Ph.D. degree in wheat cytology and genetics, a field of research on which she has concentrated for 16 years.

Of the miscellaneous group remaining, only one person, a physiologist, has completed the Ph.D. degree. She is now a research associate in a university department of physiology. Pharmaceutical and chemical research had engaged the four biochemists, three of whom have Master's degrees. Both of the meteorologists, who specialized in mathematics and science at the university, had worked in the weather service, taking weather observations and plotting maps. One of them, however, is now doing editorial work in industry. Only one woman, a radiation physicist, had specialized in physics.

### Participation of Married Women

Well over three-fifths of these respondents were married women, of whom more than a quarter were professionally employed, all except two in full-time work. The future hopes and plans of those who were occupied with their homes and families indicate a high degree of continuing interest in their professions. "When my children are older I should like to go

back to scientific work," writes one who might be the spokesman of the majority. Several express a desire to prepare themselves for teaching science; one plans to study veterinary medicine; one would like to take scientific library training because the skills involved would not get out of date. Nevertheless, several of those past thirty have met restraints against employment because they are married. "I should have liked to work after my marriage but a married woman was regarded as unemployable," writes one woman. Another who is a federal civil servant has found "reassurance in the new Civil Service ruling regarding married women". One woman, however, who had returned to professional work after 15 years spent in her home, finds it "difficult to keep the family together and to work at the same time"; and an older woman who worked for nine years after her marriage found that "loyalties were divided" and she was not happy in the dual role. Only one woman from the vantage point of marriage regrets having specialized in science at the university; she thinks that a course in home economics would have been better preparation for running a household. On the other hand, still another writes of the satisfaction she has had in being able to interest her children in the marvels of nature.

### Salaries

On the whole the salaries of these women from the scientific professions are low, those of laboratory technicians particularly so, although there are biologists, bacteriologists and chemists also in the lower ranges. Of the four women in the group who received between \$6,000 and \$8,000 a year, two have Ph.D. degrees; one is a woman past forty with long professional experience, and the fourth is in the comparatively new field of radiation physics, in a work situation in which there are regulations insuring that there shall be "no discrimination in salaries on the basis of sex".

### Reasons for Choosing the Profession

A special liking for nature study, chemistry or physics, and sometimes also mathematics, either discovered or confirmed in high school, stands out among the reasons for having chosen a profession in the natural sciences. The influence of teachers or other persons in scientific work is mentioned frequently, and several who grew up on farms became interested in scientific horticulture as a result of

experiments in breeding for new and hardier varieties of fruits, vegetables or grains. "My father did some interesting experiments during the war years and got ahead quickly," writes one woman.

For some, more clearly defined direction came later, for instance an interest in bacteriology that grew out of work with the microscope in the first year at university. In a number of cases the availability of a fellowship for research provided opportunity for specialized work that opened up new possibilities. A considerable number had wanted to be doctors, but for reasons of cost or in some cases ill health, were unable to fulfil this ambition and chose research and laboratory work instead. There are several people who gained insight into the nature of laboratory work through a period spent in hospital. One such woman, who belongs to a diabetic family, comments that she was "naturally interested in work that might bring aid to diabetics".

The inquisitive turn of mind of people who delight in hunting down "why's and wherefore's" marks the entire group, and they are people who, as one woman puts it, "enjoy work that involves hand as well as brain". This combination of native curiosity and a practical bent seems to have been a factor, recognized or not, in choosing to take up a scientific profession.

## Difficulties

"Working in a man's field a woman has to be better than her male contemporaries," writes one woman. Peculiarly frequent among those of this group is an experience of frustration that most of them attribute to their invasion of "a man's field". Low salaries, slow promotion and little or no recognition of work done by a woman are mentioned again and again.

One person, highly qualified in her field, was hired as a labourer and for

several years was refused professional classification because she was a woman. Although her status has since been rectified, the fact that such a situation occurred during the 1940's illustrates the tardiness of Canadian recognition of women in the natural sciences.

"No woman, however good her qualifications, ever crossed that invisible boundary to a higher classification where she could work on her own project," wrote one respondent who had worked in atomic research.

Indicative, at the same time, of rapidly changing thinking and practice is the fact that even within this small group there are several examples of the opposite kind of experience; women, especially in the employ of industry, mention not only excellent working relationships with male colleagues but also the satisfaction of equal treatment with men in job classifications and salaries. The only difficulties inherent in their work that are mentioned by the respondents are shortages of laboratory equipment and insufficient time to think because of the pressure of work.

## Sources of Satisfaction

"Exploring the unknown" and "always finding something new"—exploration, discovery and the challenge of new problems that stimulate imagination—are the chief sources of satisfaction these women have in their work. For the laboratory technicians there is "a sense of accomplishment and satisfaction in completing a difficult test," while those in more advanced research enjoy the "sense of working step by step closer to one's goal". Those whose work is in the medical field frequently mention the satisfaction of having a small share in relieving suffering and healing the sick.

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Access of women to education will be a major discussion topic at the 11th session of the Commission on the Status of Women of the United Nations Economic and Social Council, opening March 18 in New York.

Other items on the agenda call for consideration of political rights of women, equal pay for equal work, economic opportunities, nationality of married women, status of women in private law, tax legislation affecting married women workers,

and technical assistance programs in relation to the status of women and advisory services in the field of human rights.

For the discussion on the access of women to education, the Commission will have before it a report by the Secretary-General containing an analytical summary on discrimination against women in education, a report by UNESCO on access of women to education, and a preliminary report by UNESCO on employment of women as teachers.

# Rehabilitation in Newfoundland

Rehabilitation Branch of Newfoundland Department of Health has been in existence two years, during which time it has become one of most important aspects of that Department's work, St. John's paper reports

During the first two years of its existence, the Rehabilitation Branch of the Newfoundland Department of Health has become "one of the most important aspects of the work being carried out by the Department". This is the opinion of the St. John's *Daily News* in a recent article outlining the rapid development of rehabilitation since Newfoundland entered into an agreement with the federal Minister of Labour to share certain costs of a co-ordinated rehabilitation program. Money made available through the various health grants has also been used to stimulate rehabilitation services in Newfoundland as well as other provinces.

A Provincial Co-ordinator of Rehabilitation Services, Walter H. Davis, was appointed in December 1954.

In 1956, up to the end of November, the Rehabilitation Branch contacted 249 handicapped persons; during the same period 105 disabled applicants have been placed in employment with the co-operation of various agencies and are now considered rehabilitated. At present 43 persons are receiving vocational training or training on the job.

The main objective of the Rehabilitation Branch is to help disabled persons to become well-adjusted, self-supporting members of the community. In order to achieve this, a combination of services may be needed. Some of the most important are:—

1. Medical diagnosis, necessary to determine the nature and degree of disability, whether further medical attention is necessary, and what the disabled person's work capacities are. In Newfoundland, every disabled person may obtain a medical diagnosis free of charge.

2. Medical, surgical, psychiatric and hospital services often are needed to remove or reduce the disability. When needed, they are provided free of charge to any disabled person who has no means of paying for them himself.

3. Artificial limbs and other prosthetic appliance; these are provided on the same basis as medical service.

4. Individual counselling and guidance, furnished without cost to the individual. Persons who have gone through a long period of disability and resulting inactivity often need to re-adjust their way of thinking: while most disabled persons are usually conscious of their limitations, not all are aware of their capacities.

5. Vocational training, when necessary for the disabled person's return to employment, is financed jointly by the federal Department of Labour and the provincial Department of Education.

6. Placement in a suitable job, usually looked after by the Special Placements Division of the National Employment Service.

7. Follow-up, necessary to maintain close contact with the worker and employer for a reasonable length of time, in order to ensure that both are satisfied.

To prove that handicapped Newfoundlanders are doing many types of work, and doing them well, the Rehabilitation Branch has started a survey of disabled persons employed. So far, only government departments have been contacted, but already it can be seen that handicapped workers are doing just as well as their non-handicapped neighbours. At least 155 disabled persons are employed in government departments in St. John's.

Further evidence of the progress in the field of rehabilitation in the Atlantic Provinces is seen in the pamphlet issued by the Nova Scotia Rehabilitation Centre. The President of the Nova Scotia Rehabilitation Council, M. A. Wilson, describes the services now available at the Centre in Halifax. The main gymnasias are used for physiotherapy treatment sections while the solarias are used for occupational therapy. Any disabled or handicapped person living in Nova Scotia may receive the benefit of the rehabilitation service.

The Centre carries out the rehabilitation process along similar lines to the developments in Newfoundland.

# U.S. Women May Retire at 62

Amendment last year to Social Security Act permits eligible women to apply for reduced pensions from age 62. Payments began in December

Women in the United States can now receive retirement pay when they reach the age of 62, as a result of an amendment to the Social Security Act at the second session of the 84th Congress. Before the amendment, women had to wait—like men—until age 65 before they could claim retirement pay.

The amendment made it possible for an additional 835,000 women to claim benefits. At last reporting, some 221,000 of this eligible group had made application for retirement pay. Most of these were in the 62 to 64 age group.

Not all of the new applicants are working women. Some are dependent wives or mothers of wage earners, some are widows. Others have dependent children in their care.

Under the amendment to the social security law, the benefits differ for the various groups of women affected.

Following are a few examples of how women will be affected by the new situation.

Working women retiring at 62 will receive 80 per cent of the benefits they would get if they waited to retire at 65 or older. A woman entitled at 65 to maximum benefit—\$108.50—would get \$86.50 if she retired at 62.

However, if she is past 62 but not yet 65, she will receive an additional five-ninths of one per cent of the basic benefit for each month's delay of retirement up to 65.

Wives of retired workers can get 75 per cent of benefits they would receive at 65, plus 25 thirty-sixths of one per cent for each month beyond the age of 62. A wife eligible for the maximum benefit—\$54.30—will get \$40.80 if she retires at age 62. Women in this group, usually younger than husbands, may find it advantageous to retire early, and increase the family income when most needed—when husband retires.

\* \* \*

Higher minimum wage rates for women workers throughout the province of Manitoba have been approved by the government.

Under the new schedule, women 18 years of age and over employed in urban areas

may not be paid less than 58 cents an hour. The previous minimum was 55 cents.

In rural areas, the minimum is 54 cents, an increase of two cents an hour. Women under 18 in rural areas also gain. Previously, their minimum was 45 cents an hour, but now all employees under 18, male or female, must be paid at least 48 cents.

Most Manitoba workers already are paid above the minimum rates.

\* \* \*

Effective March 1, journeywomen members of Toronto Local No. 28, International Brotherhood of Bookbinders, will receive an hourly wage of \$1.22½, resulting from the contract signed in 1956 providing for a 5-cent-an-hour boost in July 1956, and a further 5-cent-an-hour boost March 1, 1957.

Journeywomen bookbinders receive \$2.20 an hour, but must serve a four-year apprenticeship to qualify, as against a two-year term for journeywomen.

Both men and women work a 40-hour week, and provisions are being made so that three weeks' vacation with pay will go to all who have 15 years' service with any one firm on or after July 15, 1957.

\* \* \*

Women teachers in the Ottawa Public School system have attained equal status with male colleagues. An equal pay for equal work edict was voted into effect at a meeting last month of the Public School Board.

The minimum salary for all teachers in 1957, as a result, will be \$2,800 per annum, compared with \$2,500 plus a cost-of-living bonus in 1956.

Maximum wages for all teachers is now \$6.100. Last year female teachers could make up to \$5,000, plus a cost-of-living bonus of \$300 or \$400, while men could make \$5,300 plus a \$400 cost-of-living bonus. The bonus is abolished.

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"Womanpower," a report by the U.S. National Manpower Council on the 21 million women now in paid employment in the United States, will be published this month by the Columbia University Press.

## 50 Years Ago This Month

Changes made in 34 agreements in last quarter of 1906. In 31 cases, wages increased or hours reduced; in two, wages increased and hours reduced; in other case, overtime for Saturday afternoon work allowed

Out of 34 cases in which changes were reported in wages or hours of labour during the last quarter of 1906, wage increases or reductions in hours occurred in 31 cases, in two cases both an increase in wages and a reduction in hours were reported, and in one case time and a quarter was allowed for Saturday afternoon. A report on a survey covering the period, given in the *LABOUR GAZETTE* for February 1907, stated that most of the workers affected by the wage changes were railway employees.

No changes in hours were reported for railway employees but the wages of machinists employed by the CPR were increased 10 per cent, of mechanics' helpers by 10 cents from \$1.65 to \$1.75 a day, and of boilermakers, by  $3\frac{1}{2}$  cents an hour. Conductors, baggagemen, brakemen and yardmen of the CPR also received wage increases.

Telegraph operators on the Pêre Marquette Railway had their wages increased from a range of \$40-\$55 to a range of \$45-\$60 a month, while train dispatchers received an increase of \$5 a month, which brought their pay to \$100.

Other changes included: carpenters, Calgary, hours reduced from nine to eight a day and wages increased to a minimum rate of 35 cents an hour; machinists, Toronto, time and a quarter allowed on Saturday afternoon; machinists, Victoria, wages increased 25 cents a day to \$19.50 a week; horseshoers, Toronto, hours reduced from ten to nine per day and wages increased from \$21 to \$22.50 a week.

Day rates for compositors in Vancouver rose from \$22.50 to \$24 a week, while night rates rose from \$24 to \$26 a week. In Victoria the rates for this occupation were increased from \$21 to \$24 for day work, and from \$25.50 to \$27 for night work. The wages of employees of the Imperial Oil Co. at Sarnia, Ont., were increased by amounts varying from 55 cents to \$1.20 for a week of 60 hours for most, with stillsmen and firemen on an 84-hour week.

The number of labour organizations formed in Canada during 1906 was reported to be 154, while 85 organizations were

dissolved, leaving a net increase of 69. This compared with 103 unions formed and 105 dissolved in 1905, a net loss of two unions. The greatest number of unions formed, and the greatest net increase in numbers, were in the building trades, where 44 organizations were formed and 18 dissolved.

A deputation representing the Trades and Labour Congress of Canada had an interview with the Prime Minister, Sir Wilfrid Laurier, and other members of the cabinet, in the middle of January, and presented resolutions adopted by the Congress at its annual convention the previous September.

The deputation, among other things, requested the establishment of a separate portfolio of Labour in the Dominion cabinet; expressed approval of a bill then before Parliament providing for the compulsory investigation of all labour disputes threatening the continuous operation of public utilities, such as railways, steamboats, telegraph and telephone lines, etc.; opposed a bill at that time before the Senate which was intended to prevent the intervention of international union officials in labour disputes in Canada; and requested legislation in favour of an eight-hour day in connection with government contracts. The appointment of a commission on technical education with a view to the establishment of industrial and technical schools throughout Canada was also favoured by the Congress deputation. The labour body spokesmen expressed opposition to any scheme of assisted immigration and favoured the exclusion of Asiatic immigrants.

The welfare scheme in effect at the establishment of the Williams, Greene and Rome Co. of Berlin, Ont., was described in the *LABOUR GAZETTE* for February 1907. The scheme included an "executive committee" to hear complaints and make suggestions. It was asserted that the plan's indirect benefit in promoting a spirit of mutual goodwill and confidence between employees and management had been great.

# INTERNATIONAL LABOUR ORGANIZATION

## ILO Drafts New Code of Practice on Safety and Health in Dock Work

Consists of 19 chapters dealing mainly with equipment on board ship and on shore, loading and unloading and handling operations, personal protective equipment, first aid, and safety and health organization

A group of experts called together by the International Labour Organization have completed their work on a code of practice on safety and health in dock work.

The Code of Practice consists of 19 chapters dealing mainly with equipment on board ship and on shore, loading and unloading and handling operations, particularly dangerous substances and environments, personal protective equipment, first aid, medical and welfare facilities, and safety organization.

The Code will be submitted to the ILO's Governing Body, which will decide whether it should be speedily made available to the authorities in the various countries concerned with the problems of dockworkers.

Sixteen experts and advisers from governments, the International Shipping Federation, and the International Transport Workers' Federation attended the meeting. The chairman was W. R. Hockaday, Deputy Senior Engineering Inspector of Factories, United Kingdom Ministry of Labour and National Service.

The experts were convinced that, taken as a whole, the Code of Practice constituted a body of advice that should be of value to all countries and of particular value to countries that are rapidly industrializing and whose experience in the safety and health problems of dock work is still insufficient.

The experts stressed the supreme importance of co-operation among national and local authorities, employers and workers in the promotion of safety and health in dock work.

The scope of the draft code may be shown by the following list of the chapter headings:—

- General Provisions
- Wharves and Quays.
- Means of Access to Ships.
- Transport of Workers by Water.
- Protection of Hatchways.
- Access to Holds.
- Decks.
- Loading and Unloading Machinery and Gear.
- Loading and Unloading Operations.
- Transport Equipment and Operations.
- Lifting, Carrying and Piling Material.
- Warehouses and Storeplaces.
- Dangerous Substances and Environments.
- Personal Protective Equipment.
- Medical Aid and Rescue.
- Personnel Facilities.
- Selection and Training of Workers.
- Safety and Health Organization.
- Miscellaneous Provisions.

A brief account of discussions of automation at both national and international levels is given in the article, "Automation: A Brief Survey of Recent Developments," in the October 1956 issue of *International Labour Review*, monthly publication of the International Labour Organization.

The article includes interesting case studies of the social effects of the introduction of automation in factory and office in a number of countries.

# Over 500 Million Man-Days Lost in 7 Years through Work Stoppages in 28 Countries

More than 500,000,000 man-days were lost through work stoppages in 28 different countries over the past seven years, analysis prepared by International Labour Organization statisticians reveals.

More than 75,000,000 workers were involved.

The analysis indicates that though strikes and lockouts were more numerous in 1955 than in 1954, a particularly peaceful year, the situation still compared favourably with most postwar years.

Global figures were arrived at by ILO statisticians after examining available data from Argentina, Australia, Belgium, Burma, Canada, Ceylon, Chile, Denmark, Finland, France, Federal Republic of Germany, Hawaii, India, Ireland, Israel, Italy, Japan, the Netherlands, New Zealand, Norway, Pakistan, the Philippines, Puerto Rico, Sweden, Switzerland, the Union of South Africa, the United Kingdom and the United States.

The figures showed that total man-days lost through industrial disputes in these 28 countries dropped from 96.2 and 94.9 million in 1949 and 1950 respectively to 51.9 in 1951, rose again to 93.5 in 1952, and then fell off to 61.3 and 49 million respectively in 1953 and 1954. The estimated total for 1955 was 60,200,000 man-days.

Analysing the incidence of disputes by industry in seven selected countries, namely Australia, Canada, France, Japan, Italy, the United Kingdom and the United States, the study declares:—

The most striking feature is the impact of disputes in mining and quarrying: the rates of days lost in this industry are much higher than in any other industry and indicate that this branch was far more severely affected by disputes during the period covered—1949 to 1955—than any other.

This is true of all the countries surveyed except in France, where the rates of days lost in mining were no higher than in the metal and engineering industries.

There are no great differences between the rates of days lost in manufacturing, construction and transport and communications. However, two peaks are noticeable in transport: the 1950 peak reflects the particularly serious disputes which occurred that year in Australia and Canada, while that of 1953 corresponds to serious strikes in France.

More detailed information suggests that, of all transport workers, dock workers have been the most prone to strike and railwaymen the least, although sometimes there have been spectacular railway strikes.

Within manufacturing the highest rates of days lost clearly occurred in the metal trades, with the vehicle industry to the fore.

The textile industry, the food, beverage and tobacco industries, as well as the other manufacturing industries taken together, showed lower rates of days lost per employee than manufacturing as a whole.

Rates for the food industry were generally slightly lower than those for textiles, and within the textile industries the clothing industry was the least affected by disputes.

ILO statisticians, however, make the following points:—

The number of days lost through work stoppages is only a very small percentage of the total number of man-days worked. In the United States, in 1954, it was as low as 0.2 per cent.

It is seldom more than one day per worker per year and in many countries represents not more than one or two hours.

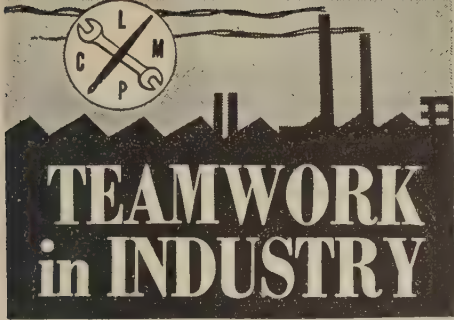
It is generally negligible when compared with the number of man-days lost through other causes such as illness.

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## 26 Nations Ratify Conventions in 1956

In 1956, for the second time in the history of the International Labour Organization, the annual total of ratifications of ILO conventions by member states passed the 100 mark. This mark was last achieved in 1952.

The 123 ratifications from 26 countries brought the total since the ILO's founding in 1919 to a figure at the end of the year of 1,650 from more than 70 nations. Of the 104 conventions that have been adopted by the ILO's annual conference, 88 have received sufficient number of ratifications to come into force.



Speaking on joint consultation in industry, Elroy Robson, National Vice-President of the Canadian Brotherhood of Railway Employees and Other Transport Workers, has said:—

"Labour-management committees are successful when they are properly encouraged by management. If they are only half-heartedly supported by management representatives they will fail. Workers have learned their trade and have learned how to work under proper supervision. Workers have not learned the art of management and when their representatives accept the responsibility of sitting on labour-management committees, they are entering into a new field. It therefore becomes the responsibility of management to assume leadership and step by step teach the committee some of management's techniques.

"It is further the responsibility of management representatives to show that improved production will make it possible for management to improve working conditions and improve the standard of living for the workers involved. Management should never let increased production create short-time employment for the workers involved, without a thorough understanding with the employees of the economics involved.

"Workers can be relied upon to support good management. Labour-management committees will work if they are given the proper leadership."

\* \* \*

The main interest of the labour-management committee at Mutual Press Limited in Ottawa centres around ways to improve productive efficiency and maintain a high level of performance from the machines. The range of matters discussed at an average meeting includes problems and subjects of production raised by management, good housekeeping, suggestions and ideas for improving general efficiency, special announcements of interest by either management or labour. These latter include changes in service schedule, personnel, etc., and problems of general welfare such as ventilation and other plant physical working conditions.

Emphasis in committee discussions tends very strongly towards matters of general efficiency, production, and good house-keeping. Both management and labour contribute to the discussions and provide an excellent example of an exchange of essential production information on equipment, materials used and other related items.

Employee representatives take a keen interest in matters discussed during meetings, and the employees generally are well aware of the activities of the labour-management committee and its purpose.

\* \* \*

A report of the Industrial Safety Subcommittee, of the National Joint Advisory Council of the British Ministry of Labour and National Service, has recently been published. The general conclusion of the report urges vigorous co-operation and effort between labour and management to help cut down the number of industrial accidents. The general conclusion of the report said:—

"Industrial accidents can be prevented by positive action, and when they happen they are a reflection on efficiency. Their formidable toll constitutes a challenge to industry, and their prevention is a task which industry must accept unreservedly. Maximum efforts to prevent accidents are justified on humanitarian grounds alone; their direct and indirect social and economic effects provide additional reasons. A firm foundation has been laid by legislation and by the accident prevention work done in industry...

"There is need for more vigorous, more extensive, more sustained, and better organized efforts to prevent accidents in industry on the part of managers, supervisors and workers and also technicians, planners, designers and research workers, etc. The appropriate organizations of employers and of workers within industry and many outsiders can make an important contribution to these co-operative efforts to secure greater freedom from accidents. It is within the individual work places—the places where the accidents occur—that positive action to prevent accidents is of paramount importance."

Establishment of Labour-Management Committees is encouraged and assisted by the Labour-Management Co-operation Service, Industrial Relations Branch, Department of Labour. In addition to field representatives located in key industrial centres, who are available to help both managements and trade unions, the Service provides various aids in the form of booklets, posters and films.

# INDUSTRIAL RELATIONS AND CONCILIATION

## Certification and Other Proceedings before the Canada Labour Relations Board

The Canada Labour Relations Board met for two days during December. The Board issued eleven certificates designating bargaining agents, ordered one representation vote, rejected one application for certification, and granted one application for revocation of certification. During the month, the Board received six applications for certification, and allowed the withdrawal of two applications for certification.

### Applications for Certification Granted

1. International Union of Mine, Mill and Smelter Workers, on behalf of a unit of employees of Consolidated Denison Mines Limited, Spragge, Ont. (L.G. Jan., p. 58).

2. The Order of Railroad Telegraphers, on behalf of a unit of employees of the Napierville Junction Railway Company, Montreal, classified as agent, telegrapher-clerk, and operator-clerk (L.G. Dec. 1956, p. 1544).

3. Canadian Merchant Service Guild, Inc., on behalf of a unit of employees classified as first mate, second mate, and third mate, employed by Branch Lines Limited, Montreal, aboard the vessels *Sprucebranch*, *Elmbranch*, *Cedarbranch*, *Firbranch*, and *Willowbranch* (L.G. Dec. 1956, p. 1544).

4. Canadian Merchant Service Guild, Inc., on behalf of a unit of employees classified as first mate, second mate, and third mate, employed by Powell Transports Limited, Fort William, aboard the vessel *Starbuck* (L.G. Jan., p. 59).

5. Canadian Merchant Service Guild, Inc., on behalf of a unit of employees classified as first mate, second mate, and third mate, employed by K. A. Powell (Canada) Ltd., Fort William, aboard the vessel *Starbelle* (L.G. Jan., p. 59).

6. Canadian Merchant Service Guild, Inc., on behalf of a unit of employees classified as first mate, second mate, and third mate, employed by The Algoma Central and Hudson Bay Railway Com-

pany aboard the vessels *Algocen*, *Algorail*, *Algosteel*, *Algosoo* and *E. B. Barber* (L.G. Jan., p. 60).

7. International Union of Operating Engineers, Local 796, on behalf of a unit of stationary engineers and stationary engineer helpers employed by Consolidated Denison Mines Limited in its steam plant at the mining site area, Township 150, District of Algoma (L.G. Dec. 1956, p. 1544).

8. National Union of Operating Engineers of Canada, Local 850, United Construction Workers' Division of District 50, United Mine Workers of America, on behalf of a unit of operating enginemen and operating engineman helpers employed by the National Harbours Board at the Port of Montreal (L.G. Jan., p. 60).

9. International Association of Machinists, on behalf of a unit of crew schedulers and crew clerks employed by Trans-Canada Air Lines at Halifax, Dorval, Toronto, Winnipeg, and Vancouver (L.G. Jan., p. 60).

10. General Truck Drivers' Union, Local 938, International Brotherhood of Teamsters, Chauffeurs, Warehousemen and Helpers of America, on behalf of a unit of employees of The Walter Little Limited, comprising drivers, warehousemen and maintenance men operating in and out of Kirkland Lake, New Liskeard, North Bay and Toronto, Ont., and Rouyn, Que. (L.G. Jan., p. 60).

11. International Longshoremen's and Warehousemen's Union, Local 509, on behalf of a unit of longshoremen employed by Coastwise Pier Limited in the loading and unloading of cargoes to and from coastwise ships, scows and barges in the Vancouver area (L.G. Jan., p. 60).

This section covers proceedings under the Industrial Relations and Disputes Investigation Act, involving the administrative services of the Minister of Labour, the Canada Labour Relations Board and the Industrial Relations Branch of the Department.

## Representation Vote Ordered

The Board ordered a representation vote of a unit of employees of Bicroft Uranium Mines Limited, Bicroft, Ont., following consideration of an application made by the United Steelworkers of America, with the name of the applicant only on the ballot (L.G. Jan., p. 60) (Returning Officer: F. J. Ainsborough).

## Application for Certification Rejected

Seafarers' International Union of North America, Canadian District, applicant, and Marine Industries Limited, Montreal, respondent (L.G. Dec. 1956, p. 1544). The application was rejected because it was not supported by a majority of the employees in the unit for which application was made.

## Application for Revocation of Certification Granted

The Board granted an application for revocation of certification affecting Dwayne A. Johns (Keith Sterling) and David Johnson, applicants, and National Association of Broadcast Employees and Technicians, respondent, and CKOY Limited, Ottawa, respondent (L.G. Jan., p. 60).

## Applications for Certification Received

1. Transport Drivers, Warehousemen and Helpers' Union, Local 106, International Brotherhood of Teamsters, Chauffeurs, Warehousemen and Helpers of America, on behalf of a unit of employees of Westmount Moving and Warehousing Limited, Montreal (Investigating Officer: R. Trépanier).

## Scope and Administration of Industrial Relations and Disputes Investigation Act

Conciliation services under the Industrial Relations and Disputes Investigation Act are provided by the Minister of Labour through the Industrial Relations Branch. The branch also acts as the administrative arm of the Canada Labour Relations Board, in matters under the Act involving the board.

The Industrial Relations and Disputes Investigation Act came into force on September 1, 1948. It revoked the Wartime Labour Relations Regulations, P.C. 1003 which became effective in March, 1944, and repealed the Industrial Disputes Investigation Act, which had been in force from 1907 until superseded by the Wartime Regulations in 1944. Decisions, orders and certifications given under the Wartime Regulations by the Minister of Labour and the Wartime Labour Relations Board are continued in force and effect by the Act.

The Act applies to industries within federal jurisdiction, i.e., navigation, shipping, interprovincial railways, canals, telegraphs, interprovincial and international steamship lines and ferries, aerodromes and air transportation, radio broadcasting stations and works declared by Parliament to be for the general advantage of Canada or two or more of its provinces. Additionally, the Act provides that provincial authorities, if they so desire, may enact similar legislation for application to industries within provincial jurisdiction and make mutually satisfactory arrangements with the federal Government for the administration of such legislation.

The Minister of Labour is charged with the administration of the Act and is directly responsible for the appointment of conciliation officers, conciliation boards, and Industrial Inquiry Commissions concerning complaints that the Act has been violated or that a party has failed to bargain collectively, and for applications for consent to prosecute.

The Canada Labour Relations Board is established under the Act as successor to

the Wartime Labour Relations Board to administer provisions concerning the certification of bargaining agents, the writing of provisions—for incorporation into collective agreements—fixing a procedure for the final settlement of disputes concerning the meaning or violation of such agreements and the investigation of complaints referred to it by the minister that a party has failed to bargain collectively and to make every reasonable effort to conclude a collective agreement.

Copies of the Industrial Relations and Disputes Investigation Act, the Regulations made under the Act, and the Rules of Procedure of the Canada Labour Relations Board are available upon request to the Department of Labour, Ottawa.

Proceedings under the Industrial Relations and Disputes Investigation Act are reported below under two headings: (1) Certification and other Proceedings before the Canada Labour Relations Board, and (2) Conciliation and other Proceedings before the Minister of Labour.

Industrial Relations Officers of the Department of Labour are stationed at Vancouver, Winnipeg, Toronto, Ottawa, Montreal, Fredericton, Halifax and St. John's, Newfoundland. The territories of two officers resident in Vancouver comprises British Columbia, Alberta and the Yukon and Northwest Territories; two officers stationed in Winnipeg cover the provinces of Saskatchewan and Manitoba and Northwestern Ontario; three officers resident in Toronto confine their activities to Ontario; three officers in Montreal are assigned to the province of Quebec, and a total of three officers resident in Fredericton, Halifax and St. John's represent the Department in the Maritime Provinces and Newfoundland. The headquarters of the Industrial Relations Branch of the Director of Industrial Relations and staff are situated in Ottawa.

2. International Association of Machinists, Local 1522, on behalf of a unit of employees of Atomic Energy of Canada Limited, Chalk River, Ont., engaged in the repair and maintenance of motor vehicles (Investigating Officer: H. Perkins).

3. Journeymen Barbers, Hairdressers, Cosmetologists and Proprietors' International Union of America, on behalf of a unit of barbers employed by the Canadian National Railways in the Chateau Laurier, Ottawa (Investigating Officer: P. K. Mutchler).

4. International Brotherhood of Electrical Workers, Local 213, on behalf of a unit of employees of Canadian Pacific Air Lines Limited engaged in installation and maintenance of electronic equipment at Vancouver International Airport, Sea Island, B.C. (Investigation Officer: G. R. Currie).

5. Seafarers' International Union of North America, Canadian District, on behalf of

a unit of unlicensed employees employed by the National Harbours Board aboard its tugs and barges in the Port of Montreal (Investigating Officer: C. E. Poirier).

6. International Union of Mine, Mill and Smelter Workers, on behalf of a unit of employees of Greyhawk Uranium Mines Limited, Bancroft, Ont. (Investigating Officer: F. J. Ainsborough).

### Applications for Certification Withdrawn

1. General Truck Drivers' Union, Local 879, International Brotherhood of Teamsters, Chauffeurs, Warehousemen and Helpers of America, applicant, and The Walter Little Limited, Kirkland Lake, Ont., respondent (L.G. Dec. 1956, p. 1544).

2. International Brotherhood of Boilermakers, Iron Ship Builders, Blacksmiths, Forgers and Helpers, Local 1565, applicant, and Canadian National Railways, respondent (Trascona Reclamation Plant employees) (L.G. Jan., p. 60).

## Conciliation and Other Proceedings before the Minister of Labour

### Conciliation Officers Appointed

During December, the Minister of Labour appointed conciliation officers to deal with the following disputes:—

1. Shipping Federation of Canada, and Local 273, International Longshoremen's Association, Saint John, N.B. (Conciliation Officer: H. R. Pettigrove).

2. Hill the Mover (Canada) Limited, Ottawa, and Warehousemen and Miscellaneous Drivers, Local 419, of the International Brotherhood of Teamsters, Chauffeurs, Warehousemen and Helpers of America (Conciliation Officer: F. J. Ainsborough).

### Settlements Reported by Conciliation Officers

1. Detroit and Canada Tunnel Corporation, Detroit, and Local 195, International Union, United Automobile, Aircraft and Agricultural Implement Workers of America (Conciliation Officer: F. J. Ainsborough) (L.G. Dec., p. 1545).

2. Shipping Federation of Canada, and Local 273, International Longshoremen's Association, Saint John, N.B. (Conciliation Officer: H. R. Pettigrove) (*see above*).

### Conciliation Boards Appointed

1. Algoma Central and Hudson Bay Railway, and Brotherhood of Railroad Trainmen (this dispute was in the first

instance referred to a conciliation board and not to a conciliation officer).

2. Eldorado Mining and Refining Limited (Beaverlodge operations), Eldorado, and International Union of Mine, Mill and Smelter Workers, Local 913 (Conciliation Officer: J. S. Gunn) (L.G. Jan., p. 63).

3. Dominion Shipping Company Limited, and Seafarers' International Union of North America, Canadian District (Conciliation Officer: R. Trépanier) (L.G. Jan., p. 63).

### Conciliation Boards Fully Constituted

1. The Board of Conciliation and Investigation established in November to deal with matters in dispute between the Canadian National Steamships (West Indies) Limited, and Seafarers' International Union of North America, Canadian District (L.G. Nov., p. 1405) was fully constituted in December with the appointment of His Honour Judge W. S. Lane, Picton, as Chairman. Judge Lane was appointed by the Minister in the absence of a joint recommendation from the other two members, Phillip F. Vineberg and Louis Leberge, both of Montreal, who were previously appointed on the nomination of the company and union respectively.

2. The Board of Conciliation and Investigation established in November to deal

with the matters in dispute between the Polymer Corporation Limited, Sarnia, and Local 16-14, Oil, Chemical and Atomic Workers International Union (L.G. Jan., p. 63) was fully constituted in December with the appointment of Magistrate J. Hanrahan, Windsor, as Chairman. Magistrate Hanrahan was appointed by the Minister in the absence of a joint recommendation from the other two members, G. C. Richardes and Benedict Crowley, both of Windsor, who were previously appointed on the nomination of the company and union respectively.

3. The Board of Conciliation and Investigation established in November to deal with matters in dispute between the Canadian National Railway (Niagara, St. Catharines and Toronto Railway, and Oshawa Electric Railway) and the Brotherhood of Railroad Trainmen (L.G. Jan., p. 63) was fully constituted in December

with the appointment of His Honour Judge J. C. Anderson, Belleville, as Chairman. Judge Anderson was appointed by the Minister on the joint recommendation of the other two members, R. V. Hicks, QC, Toronto, and the Hon. Arthur W. Roebuck, QC, Ottawa, who were previously appointed on the nomination of the company and union respectively.

#### **Board Reports Received during Month**

1. Canadian Pacific Railway Company (Eastern, Prairie and Pacific Regions), including the Quebec Central Railway and the Dominion Atlantic Railway, and the Brotherhood of Locomotive Firemen and Enginemen (L.G. June, p. 684). The text of the report is reproduced below.

2. Shawinigan Falls Broadcasting Company Limited, and St. Maurice Radio Employees Union (L.G. Oct., p. 1272). The text of the report is reproduced below.

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## **Report of Board in Dispute between**

### **Canadian Pacific Railway Company**

#### **and**

### **Brotherhood of Locomotive Firemen and Enginemen**

Your Board of Conciliation, established to deal with matters in dispute between the entitled parties, consisting of His Honour Judge J. C. Anderson, Belleville, Ont.; the Hon. Senator Arthur W. Roebuck, QC, Toronto, Ont.; and Mr. Emmett M. Hall, QC, of Saskatoon, Sask., met with the parties at the City of Belleville on the 9th day of June, 1956, to arrange the order of hearings and the sittings of the Board, and following this meeting your Board began to hear evidence in relation to the issues in dispute at Ottawa on June 2. These hearings continued on June 28 and 29 and on July 31 and on August 1, 2, 3, 7, 8, 9 and 10 and adjourned, and were again resumed and continued on October 29, 30 and 31, and on November 1, 2, 5, 6, 7, 8, 9, 12, 13 and 15.

At these sittings most of the time was taken up by the hearing of sworn testimony with relation to the Company's first requested amendment to the collective bargaining agreement, but in addition thereto the full submissions and arguments

of the parties were heard dealing with all other matters in dispute, and some considerable time was taken up by the Board both during and after the hearings in efforts at conciliation.

During December, the Minister of Labour received the majority and minority reports of the Board of Conciliation and Investigation established to deal with the dispute between the Canadian Pacific Railway Company and the Brotherhood of Locomotive Firemen and Enginemen.

The Board was under the Chairmanship of His Honour Judge J. C. Anderson, Belleville, who was appointed by the Minister in the absence of a joint recommendation from the other two members, Emmett M. Hall, QC, Saskatoon, and Senator Arthur W. Roebuck, QC, Toronto, nominees of the company and union respectively.

The majority report, which under the provisions of the Industrial Relations and Disputes Investigation Act constitutes the report of the Board, was submitted by the Chairman and Mr. Hall. The minority report was submitted by Senator Roebuck.

The text of the report is reproduced here.

At all these sittings the parties were represented as follows:—

*For the Brotherhood:*

Mr. W. E. Gamble, Vice-President,  
Brotherhood of Locomotive Firemen  
and Enginemen

Mr. Arthur Garmaise and Mr. Douglas  
Cohen, Counsel

Mr. D. M. Paltiel, Economist

Messrs. John Graham, A. E. Matthews,  
L. H. Langley, Members of the  
Brotherhood Negotiating Committee;  
and Charles Phillips, Attorney, and  
T. M. Wanamaker, observers from the  
Head Office in Cleveland, were in  
attendance.

*For the Company:*

Mr. I. D. Sinclair, QC, General Solicitor  
Mr. John Pearson, Assistant Solicitor

Mr. S. M. Gossage, Manager of the  
Labour Relations Department

Mr. J. N. Fraine, Vice-President and  
General Manager of the Eastern  
Region.

The Company's requests for changes in  
the collective agreement are as follows:—  
*Firemen—System*

1. Eliminate all agreements, rules,  
regulations, interpretations or practices,  
however established, which require the  
employment or use of firemen (helpers) on  
other than steam power, and establish a  
rule to provide that the Company shall  
have the unrestricted right to determine  
when and if a fireman (helper) shall be  
used on other than steam power.

2. Eliminate all agreements, rules,  
regulations, interpretations or practices,  
however established, which provide rates  
of pay and daily earnings minima for  
firemen (helpers) on other than steam  
power, and establish a rule to provide that  
in instances where firemen (helper) is used  
on other than steam power a minimum  
rate of \$7 per day of 100 miles shall apply.

3. Eliminate preparatory and inspection  
time arbitraries and provide that firemen  
when employed will be paid for all time  
required to report for duty until released.

4. Provide for initial terminal time pay-  
ments in road service to be used to make  
up a short day on the same basis as final  
terminal time is now applied.

5. Eliminate mountain and valley differ-  
entials.

The union's requests for changes are as  
follows:—

1. Increase basic rates of pay in all  
classes of service by 25 per cent. All  
arbitraries, differentials and special allow-

ances to be maintained and increased  
accordingly. Increased rates to be effective  
April 1, 1956.

2. One full day's pay for each statutory  
holiday not worked. When service is  
performed during any part of a statutory  
holiday the entire day will be compen-  
sated for on the basis of time-and-one-half  
the basic daily rate for the class of service  
concerned.

3. Allowable service for pension pur-  
poses will accrue on the basis of all  
time in service. The words "allowable  
service" will mean continuous relation-  
ships; absences for furlough or other  
reasons when seniority is unimpaired not  
to be deducted.

4. A fireman or helper taken from the  
seniority ranks of locomotive firemen shall  
be employed on all motor cars used in road  
service and propelled by diesel electric,  
gasoline, electricity or other power, and  
operated under the uniform code of oper-  
ating rules by an engineer.

Supplementary request of the union is  
as follows:—

5. Add to "Mileage Regulations": when  
a fireman is called for additional service  
out of his home terminal after he has  
attained the maximum mileage of 4,800 in  
passenger service or 3,800 in other service  
he will be paid at one-and-one-half times  
the regular rate, double time where over-  
time is involved.

6. Revise Article 5, Clause b(2) Eastern  
Region, Article 5, Clause b(5) Prairie &  
Pacific Regions as follows:

In the event of a fireman being dead-  
headed to an assignment at a station  
auxiliary to the main terminal, he is to be  
paid deadhead mileage in both directions to  
and from the main terminal. When assign-  
ments or runs are bulletined and no bids are  
received for positions at auxiliary terminals  
the junior firemen on the spare board at  
the main terminal will be required to man  
the assignment and will be paid deadhead  
mileage going to and returning from the  
assignment or run. The provisions of  
Article 29(q) will not be applicable to fire-  
men who are required to deadhead from  
their home terminal to fill assignments or  
runs at points which are auxiliary to their  
divisional home terminal.

The verbal exchange which took place  
at the opening of the hearings on June 27  
between Mr. W. E. Gamble, speaking on  
behalf of the Brotherhood, and Mr. I. D.  
Sinclair, speaking on behalf of the Com-  
pany, underlined the fact that each party  
entered upon the proceedings displaying an  
attitude of no compromise on the prin-  
ciple involved in the Company request  
No. 1, which will hereinafter be referred  
to as "The Diesel Issue". If the Company  
had seen fit to accompany its proposal on

the diesel issue with a concrete blueprint, spelling out in detail what provision it was willing to make for the 1,000-odd firemen who would be immediately cut off the payroll, and the not inconsiderable number of other firemen who would ultimately lose their employment if the company request were granted, the no-compromise position which the union throughout maintained might have been at least in some respects relaxed or modified.

If the Board had found it possible to assist the parties to make progress towards the solution of "The Diesel Issue", the settlement of the other matters in the dispute might have been attainable. The opening attitude of no compromise which may have been caused in part at least for the reasons above outlined appears, from a perusal of the record, at the commencement of the hearing on June 27, 1956. Then Mr. W. E. Gamble, on behalf of the Brotherhood, said:

I have a short statement I would like to present to the Board before we go ahead, if I may have that privilege.

Mr. Chairman, Members of the Board: Our understanding is that the primary function of a Board of Conciliation is to bring about an amicable settlement. This understanding appears to be supported by Section 32(1) of the Industrial Relations and Disputes Investigation Act, which reads as follows:

"A Conciliation Board shall, immediately after appointment of the Chairman thereof, endeavour to bring about agreement between the parties in relation to the matters referred to it."

This Brotherhood is prepared to cooperate with your Board in carrying out this function, and we would draw to the attention of your Board some very important facts.

Our parallel dispute with the CNR was amicably settled although our demands and those of the Company were essentially similar to those at issue before this Board. We solemnly state that our additional demands on the CPR, while important, should not and will not necessarily stand in the way of a settlement.

It is our considered opinion that the course now being pursued by the CPR can only make a settlement more difficult, will exacerbate relations between the parties and, if persisted in, will lead inevitably to a test of economic strength. If such a test is forced upon us we will not draw back from it as we will have no alternative. The very livelihood of our members, the continuation of our craft, and the continued existence of our organization are at stake.

We have alerted our membership to this danger and we are ensuring that, in case of a battle for survival, this organization will not stand alone, but will have the support of railway labour and of the trade union movement as a whole. Recent statements by our International President, Mr. Gilbert, and Mr. Kennedy, of the Brotherhood of Railroad Trainmen, should be instructive in this regard.

The Brotherhood of Railway Telegraphsmen in a convention last week in Montreal also pledged full support to us in our difficulties.

We charge the CPR with wilfully exacerbating relationships by injecting and demanding priority for their demand to remove firemen from diesel locomotives. They seek to obscure the fact that our wage and rules movement form part of the same wage drive pursued by all of the Canadian railway labour in recent months. By insisting that this case precede the Trainmen's and that their case be heard first, they seek to put across the idea that this is essentially a diesel case, which it is not.

Indications are that the Company will favour a formalized courtroom type of procedure (most unusual in these cases in the past), a method in which we have no confidence as it is well calculated to drive the parties further apart and make mutual understanding more difficult. We urge the Board to prevent such a travesty of conciliation. Settlement of a dispute requires the give and take of more or less informal discussion.

Finally, two days before these hearings were originally scheduled to take place the CPR delivered to us five copies of its "Case for the Company". Amongst other things this document brazenly demands "The elimination of firemen on diesels where these employees are not necessary for efficient operation".

This is then interpreted to mean that: "Generally speaking, no firemen would be employed on diesel locomotives in either freight or yard service; their employment on diesels would be restricted to passenger train service." For the few firemen left in passenger service, the document calls for "the establishment of a reduced basis of pay".

This means that firemen are to give up their jobs, see their craft die and their organization disappear. *These Are Not Negotiable Demands.* Their presentation to your honourable Board does not contribute to conciliation, but serves as a provocation. Any consideration given to these company demands by your Board can only drive the parties further apart and increase the likelihood of a withdrawal from the service.

We cannot believe that the Company's proposals for elimination of the firemen are presented for serious consideration here. The Company knows very well that firemen are essential to the safe and efficient operation of diesel locomotives and we are prepared to prove that the CPR attaches a great deal of importance to the fact. The only conclusion we can draw is that the Company's case on diesels is meant either as a bargaining counter or is really directed to people other than this Board—perhaps to the Board of Transport Commissioners for further freight rate increases—perhaps to the Government for some kind of subsidy. It is inconceivable that it was intended for serious consideration by us.

We urge your Board to make an immediate effort to bring the parties together with a view to settlement. We suggest that the expert witness, cross-examination type of procedure will lead to the adoption of rigid positions from which retreat and settlement will become more difficult. Experience with this procedure in the last non-operating

unions' case suggests that the procedure itself stands in the way of amicable relations and the settlement of disputes.

Once again we urge your Board to adopt an informal procedure, to look upon this case as being based essentially on our wage and rules demands, and to make an immediate effort at settlement.

This was immediately followed by a statement by Mr. Ian Sinclair, General Solicitor for the Canadian Pacific Railway, who was in charge of the employer's case in these proceedings. Mr. Sinclair said:

May it please the Board: The case for Canadian Pacific Railway Company has been in the hands of the Board and of the Brotherhood for some time. In consequence my opening remarks will be brief.

The case sets out the position of the Company and it outlines many of the facts that will be proved in evidence.

The evidence will show that the proposals of Canadian Pacific for revision of the collective agreements now before you should be recommended, because only by such revision will the company be given the right, in so far as firemen are concerned, to operate efficiently.

The company is asking your Board to recommend that it be permitted to take full advantage of the technological change arising from the use of diesel motive power and is asking your recommendation of its other proposals based on the principle that wages should only be paid when service is performed. When it is necessary to employ firemen on diesels, their compensation should be such as will reflect in a realistic way the work load, responsibilities and skill requirements of their employment.

It will be my purpose at this stage of these proceedings to present to you evidence in support of the proposals of the Company. In due course we will present our answer to the proposals of the Brotherhood. At this time all I need say is that in the light of all the relevant facts the proposals of the Brotherhood are unrealistic and present no basis for a fair and reasonable settlement of the dispute.

Failure of the Brotherhood to take into account the change that has been brought about by the wide and rapidly increasing use of diesel motive power is basically the reason the major part of the present dispute is before your Board.

Canadian Pacific must reduce its operating costs. The rail enterprise of the Company is being squeezed between costs of operation, which are predominantly payroll costs, and sources of revenue, which are circumscribed by competition. The inexorable force of competition is severely limiting the ability of the Company to meet increased labour costs. In due course I will draw to the attention of this Board some pertinent findings of the Board of Transport Commissioners dealing with this matter as well as the question of retroactive wage adjustments.

Inadequate net earnings threaten the ability of Canadian Pacific to make capital improvements sufficient to meet the demands of competition and to take advantage of technological change. The survival of Canadian Pacific under private ownership depends on reasonable net rail earnings. The Company has not in the post-war period achieved

reasonable net rail earnings. The position of Canadian Pacific is that in the long-term interests of the employees as well as the owners all unjustified and unproductive expense must be eliminated.

Feather-bedding practices or pay for no work must be eliminated. The proposals of the Company deal both with the elimination of feather-bedding practices and the elimination of unproductive expense.

The evidence will show that firemen are unnecessary on diesel locomotives in freight service and in yard operations.

I wish to say to Mr. Gamble in answer to his statement that I can assure him the company certainly wants him to take this into consideration. He said that it was questionable that this was intended for consideration by them. Right from the outset of the negotiations, and from the very time we first met Mr. Gamble in this issue, we have assured him as to how serious we are about this matter.

At the present time the employment of firemen in these operations results in an unjustified and unnecessary expense to Canadian Pacific of just under \$5 million annually. As the evidence will show, when dieselization on Canadian Pacific is virtually complete in 1961, this expense would be about \$9.7 million annually.

The Company's proposals are based on the elimination of a fireman except where he is necessary owing to the class of power or the type of service. Where a fireman is required on diesel power the Company proposes the introduction of a new basis of pay. The evidence will show the basis proposed by the Company of \$7 per 100 miles is fair and reasonable in light of the relevant factors in determining compensation for this type of work. The establishment of a realistic basis of compensation for firemen when employed on diesels, that is \$7 per 100 miles, would mean an immediate saving of \$491,000 per annum which would increase to just under a million dollars annually when dieselization is complete in 1961. The estimated savings from the other rules revisions proposed by Canadian Pacific would be approximately \$330,000 per annum or a total immediate reduction in labour expense of about \$5.8 million. After virtually complete dieselization of the Canadian Pacific system there would be a saving of about \$10.7 million per annum.

The Company is fully aware of its obligation to operate the railway safely. It has fulfilled this obligation with outstanding success and will continue to do so. The evidence will show that the elimination of firemen from diesels in freight service and in yards will not adversely affect safety. In fact the evidence will show that in regard to yard operations there is reason to believe that the elimination of firemen may well improve the safety situation.

The dispute that is now before you, Mr. Chairman, and members of the Board, is of the utmost importance. Undoubtedly the Brotherhood can see that technological change has destroyed the usefulness of many of its members' jobs. It can be expected that the Brotherhood will resist strenuously, but it is the position of Canadian Pacific that the Brotherhood must be told that firemen cannot be placed in a different position to that of other employees whose

jobs have been made surplus by technological change. Evidence will be given to show how this has happened in a number of employee categories in the railway industry as well as in outside industries.

The Company has given consideration to the effect of the implementation of its proposal on the firemen who will be displaced. It will be shown that all the firemen who will be displaced could be progressively placed in employment in other operating trades.

The importance of an efficient railway industry to the citizens of Canada is apparent to all. The efficiency and service of the railway industry is a matter of concern to the Canadian public as well as to those directly associated with the industry. The public demands efficient low-cost railway transportation. The proposals of the Company are put forward solely with the desire to carry out efficiently its statutory obligations; they are to maintain and operate efficiently the Canadian Pacific Railway and to provide essential transportation at a reasonable cost.

May I say just a word or two on some of the remarks of Mr. Gamble. First I should like to say something about the remarks about the Canadian National Railways. I have nothing to do with the Canadian National Railways. They have made a settlement with Mr. Gamble's Brotherhood, but I want the Board to know that in so far as the Canadian Pacific is concerned and its operations, it cannot afford that kind of settlement. In the extent to which its operations are dieselized in the Canadian Pacific, it would not be reasonable or fair, and would not give the Company the opportunity to provide transportation at the cost at which it should provide it.

SENATOR ROEBUCK: "I suppose the management of CNR would be the real judges of that."

Mr. SINCLAIR: "I just said, sir, in so far as the Canadian Pacific operations applied, a similar settlement would not be fair or reasonable. I know nothing about what motivated the Canadian National Railways in making a settlement with the Brotherhood. I make that statement now so that it will not be coming up during these proceedings; I think it is best to clear it away at this time.

In so far as the Company is concerned, I wish to make it clear to the Board that our proposals are concerned essentially with the diesel case. It is the first major diesel case in Canada. It is the first time that all the facts dealing with this new motive power, and the effect it has had on operations and requirements of personnel, has been considered in detail, and in the light of the fact that of Canadian Pacific's total transport service about 50 per cent is now by diesel, I am speaking now of the year 1955, and I shall prove that point later.

With regard to Mr. Gamble's remarks about procedure, may I say it will be our purpose to bring only the facts before the Board."

Following that an exchange of views took place which indicated the impossibility of conciliation at that stage.

The CHAIRMAN: I agree with Mr. Gamble that these matters should not be too formal, and I think you would agree with that too.

Mr. SINCLAIR: That is right.

The CHAIRMAN: We do not want to make it formal to the extent where it becomes difficult; on the other hand, we have to have a certain amount of decorum in order to get the facts before us.

Mr. SINCLAIR: Yes; and our only purpose here is to get all the facts before you. Then when it comes to the conciliation aspect, that can be entered into with good heart and good faith, realizing that the other side is under the full impact of the facts. My first witness is Mr. Gossage.

Mr. GAMBLE: Is there going to be any attempt at conciliation before the proceedings start? I would like to make it quite clear that we are willing to conciliate, but if the gentlemen from the other side are looking for a fight, they have come to the right place to get it.

The CHAIRMAN: That is a good way to start off, because I at least know you are in good fettle.

Mr. GAMBLE: We are not looking for a fight, but we are not going to run away from it either.

The CHAIRMAN: Yes. You would be foolish to look for a fight and you would be foolish to run away from one; so, I conclude you are not foolish. I understand your statement, Mr. Gamble, to be based on the point that efforts at conciliation must be outside the consideration of this problem which Mr. Sinclair has just referred to, is that right.

Mr. GAMBLE: Yes; we consider it to be ridiculous.

The CHAIRMAN: Before hearing any evidence, if we should break off in an attempt at conciliation, do you rule out this proposal as to the firemen on diesels.

Mr. GAMBLE: That would have to be ruled out, yes, sir.

The CHAIRMAN: I think that is what we have to worry about at this stage. If you said that we could conciliate on everything, perhaps it would be wise to take a few minutes to see what could be done; but if you say conciliation will have to be based without any consideration of the question of firemen on diesel engines, then I suppose the obvious answer of Mr. Sinclair would be that that does not form the basis for any possible conciliation.

Mr. GAMBLE: I would first like to point out that we served notice on February 21, and it was not until twenty-one days later that we heard about any Company proposal, until we met them in Toronto.

The CHAIRMAN: You may be quite right about that. But what I am saying is, if the Board should decide that it would be useful to make some effort at conciliation at this stage, would you leave the problem of the firemen on diesel engines in the picture, or does that have to be out of the picture before we start conciliation, as far as you are concerned.

Mr. GAMBLE: I may as well make it clear, we cannot consider this proposal with regard to the employment of firemen on diesel locomotives in a modified form.

The CHAIRMAN: That is what I understood your position to be at this stage. Therefore it is perhaps useless to spend any time on conciliation now. I hope that the position you and Mr. Sinclair have taken in somewhat rigid fashion will not be your final position. However, if that is your position at the moment, I do not see any advantage in attempting to conciliate at this stage.

Mr. GAMBLE: I only had in mind that we got along very well with the Canadian National, and were able to reach a settlement after they withdrew their proposal about diesels.

The CHAIRMAN: I should like to confer with the members of the Board for a few minutes.

The CHAIRMAN (after reconvening the Board): I understand Mr. Gamble to suggest that he thought we should make some effort at conciliation, and secondly that his case should be presented first to the Board. The Board feels we are adopting the proper procedure, and I wish to assure Mr. Gamble and members of his committee that the party which leads is not going to be given any advantage over the other party, that full consideration will be given by the Board to all matters as advanced by either of the parties. You may now proceed Mr. Sinclair.

## Investigation

Following the exchange above quoted in some detail, the Board received evidence under oath from both parties. The Company called 15 witnesses and the Brotherhood called 35 witnesses, and for the most part the evidence of the witnesses had to do with "The Diesel Issue". Wide latitude was granted each side in the tendering of evidence and the production of exhibits so that the fullest possible picture might be developed before the Board. Throughout the hearings at no time were members of the Board in disagreement as to matters of procedure or as to any rulings made regarding the admissibility of any of the evidence tendered by either party. The evidence was taken down by competent reporters and has been transcribed and appears in a record which runs to approximately 4,300 pages.

In addition to the receiving of evidence on the diesel issue, the Board spent approximately two days hearing the submissions and arguments of the Brotherhood and Company in relation to the Brotherhood's request for substantial wage increases and other important contract changes.

On Friday, November 16, the Board again met with the parties and with the concurrence of the other members, the Chairman, following an unsuccessful

attempt to find a basis upon which the conciliation could proceed, cautioned the representatives of both parties to take further time to consider the seriousness of the situation, pointing out to them that if both parties continued to maintain their adamant position that the unfortunate outcome might very well lead to the exhaustion of one or other of the disputants, or both of them, in industrial warfare which might well prove very disastrous to the whole economy of the country. The Chairman advised the parties that the Board would be quite prepared to meet again in a week or ten days, during which the parties would have time to further consider the apparent stalemate of the negotiations and reconsider their position in the hope that such delay and reconsideration of their respective positions, might open the way to possible agreement.

No further meeting has taken place, but before the meeting on November 16 broke up, in a last effort to bring the parties together, the Chairman asked each of them as to whether or not they were prepared to accept and give effect to any unanimous report or recommendation of the Board. The Brotherhood replied in the negative, the Company in the affirmative.

Because of the failure of the Board after the strenuous and extensive efforts put forth to bring the parties together, it now becomes necessary as directed by Section 35 of the Industrial Relations and Disputes Investigation Act to make its findings and recommendations. These are contained hereunder:—

## Findings and Recommendations

This dispute appears to be the first major one of its kind in Canada involving as it does a conflict on a point of principle arising out of automation on which the parties have been unable to find a common ground.

The impact of technological development has already been felt in this country in many industries and over a wide cross-section of certain types of business where the application of machines and electronics to the making and processing of business records is taking place at an ever increasing pace, and where the application of electronic processes and machinery to the telephone business is already far advanced.

The effect of technological development has changed the character of work for many people, has completely done away with work formerly performed by many people and is already requiring the retraining and the acquisition of new skills by countless others.

Technological change has not left the railways unaffected. The steam locomotive of a century or less ago is hardly recognizable beside the 89 per cent steam locomotive that was in common use on the railway up until the time the dieselization program made even this locomotive relatively obsolete. The steam locomotive of upwards of a century ago burned wood, and on the engine and tender a "wood passer" passed wood to the fireman who in turn fired the locomotive by hand and thus produced the power with which the engineer operated it. Then when the use of coal became common on steam locomotives, the "wood passer" passed out of existence but the fireman and the engineer still remained in the locomotive cab. Since then steam locomotives have undergone many improvements; many years ago locomotives became stoker fired and later on oil fired and many other mechanical improvements were made to the steam locomotive, and even with all these improvements, as one witness told the Board, the steam locomotive did not reach the height of its development up to the time when it began to be replaced by the diesel.

With all these changes brought about by the development and perfection of the steam locomotive, the fireman still remained necessary and his chief function, namely to produce power, still remained even though the character of his work had been greatly changed and the output of physical energy necessary had been greatly lessened with each improvement.

The Board was told that the railway does not intend to acquire any new steam locomotives and that although the program of dieselization on the CPR is quite recent, even in October 1956 it has 658 diesel units out of a total of 1,656 locomotives. In 1955 these 658 diesel units carried 45 per cent of all freight traffic, 60 per cent of all passenger traffic and were doing 65 per cent of the yard service work, and with the ever increasing pace of dieselization these percentages will rise rapidly and complete dieselization will be accomplished by the year 1961.

In our country where the cost of rail transportation is of vital interest to everyone, it is not surprising to find that the railway seeks the opportunity to take the fullest advantage of every technological improvement so that it may provide the most economical rail transportation service possible, and the Company says of course that its diesel proposal falls into this category.

Already through the use of diesels in 1955 the railway has saved in transportation expenses, according to the evidence, approximately \$18 million, and has in addition reduced the locomotive repair expenses by some \$6 million. These savings were necessarily accompanied by very heavy capital commitments. The railway has reduced the number of its mechanical employees by some 2,750 between 1952 and 1956, largely, it may be assumed, as a result of its dieselization program. Accordingly the Company now submits that it should be given the right to operate diesels in freight and yard service without firemen in the cab. The railway submits that just as the "wood passer" at one time was no longer required on steam locomotives now the fireman is no longer required on diesels as he does not perform any useful and necessary function. The railway submits that if it is allowed to operate diesels without firemen in freight and yard service that it will still operate efficiently and safely, and that there would result from such operation a minimum saving of \$5.4 million in the first year of such operation, and in 1961 an eventual saving of approximately \$10 million per annum.

The Board believes that the Brotherhood of Locomotive Firemen welcomes the progress and increasing productivity which advancing technology is every day making more possible, and if this is the view of the Brotherhood, they are in step with responsible labour leaders in Great Britain, in the United States, and in this country as may be seen from the following quoted statements and resolutions:

The Trades Union Congress of Great Britain meeting at Brighton, England, in September of this year, by a 4 to 1 majority accepted the advice of the General Council of that body to welcome automation but to do so with caution. Congress, the resolution stated, was not opposed to automation developments which it recognized as inevitable, but was resolved that the interests of Trade Union members be safe-guarded against "any ruthless application of automation by employers".

Among the safe-guards it called for were joint consultation well in advance where automation is contemplated or to be applied, adequate maintenance for displaced workers, etc.

In introducing the subject of Automation to the British Trades Union Congress, James Crawford, President of the Boot and Shoe Operatives, said that much had been made of the changes in the psychological attitude that would be required, but that every mechanical advance in history had needed that when the adjustment had been made. Further in his address he said—"We Trade Unionists are in favour of technical change but we want conditions for other people to be as good during the changeover as can be managed by skilled negotiators." And

further speaking of the necessity of joint consultation between employer and employee if technological changes are to be brought about, he said that Unions should be consulted as soon as technical changes are contemplated, and not just a week before lay-off. "We will co-operate fully if we are brought in on the ground floor."

And in the United States the impact of automation was carefully studied recently in the hearings of the Sub-Committee of Congress on economic stabilization of the Joint Committee on the economic report in Washington, D.C. Walter P. Reuther, head of the Auto Workers and President of the Congress of Industrial Organization, and W. P. Kennedy, President of Brotherhood of Railway Trainmen, testified at these hearings. We note what these men say about automation. First Mr. Reuther:

One of the essentials of a strong and effective democracy is that we have leaders who attempt to anticipate situations which may arise and prepare in advance to deal with them. Too often in the past, nations have been surprised unnecessarily by economic and social dislocations. In the 18th and 19th centuries, for example, the first industrial revolution brought untold hardships to millions of families in Great Britain, partly because Britain at that time lacked both the economic knowledge to understand and control the forces at work and the democratic institutions of government through which the people could have called attention to their needs. In our own country, had we understood the economic forces that were eating away at the base of our apparent prosperity in the 1920's we surely would have been able to build safeguards into our economy that could have protected us from the collapse that followed.

In the spread of automation and the prospective large-scale industrial use of atomic energy—and the possible practical utilization of solar energy, as well—we are faced with mighty forces whose impact on our economy can be vastly beneficial or vastly harmful, depending on whether we succeed or fail in achieving economic and social progress that will keep pace with changing technology.

The willingness of this subcommittee to study these technological developments, and to look squarely at the potential problems they may create, gives hope that this time we will not be caught unaware. It gives us hope, too, that we may be able to foresee the threat to dislocations and take action in advance to enable us to enjoy the benefits for a new abundance, without first having to pay a heavy price in unemployment and human suffering.

What is the attitude of the trade-union movement, and specifically of the CIO, to this new technology of automation.

First of all, we fully realize that the potential benefits of automation are great, if properly handled. If only a fraction of what technologists promise for the future is true, within a very few years automation can and should make possible a four-day work-week, longer vacation periods, opportunities for earlier retirement, as well as a vast increase in our material standards of living.

At the same time, automation can bring freedom from the monotonous drudgery of many jobs in which the worker today is no more than a servant of the machine. It can free workers from routine, repetitious tasks which the new machines can be taught to do, and give to the workers who toil at those tasks the opportunity of developing higher skills.

The CIO insists that we must recognize these problems and face up to them. But our recognition that there will be problems, and serious problems, to be solved, does not mean that we are opposed to automation. We are not. We fully recognize the desirability, as well as the inevitability of technological progress.

We, in the labour movement today, have no complaint against the new technology of automation. We do not intend to let ourselves be misrepresented as opponents of automation.

We must do all in our power to make sure that the potential abundance of the new technology will be used with social wisdom to improve standards of living and welfare, and to provide increased leisure, for all Americans. These are great tasks. In the years that lie immediately ahead, we shall have to undertake these tasks, because the new technology confronts us with a tremendous challenge. If we refuse to accept that challenge, if we fail to solve the problems that will probably crowd us, we may be forced to undergo shattering economic dislocations that could threaten our whole economy and our free society.

If we accept the challenge of the new technology, if we use foresight and act wisely and vigorously, we can help to usher in an age of abundance and freedom the like of which the world has never known.

Then Mr. Kennedy:

No responsible trade-union representative, as far as I know, is opposed to automation as such. The fact is that our national security depends upon an increase in the rate of scientific advance in this country. While we in labour do not oppose but welcome and support policies designed to further our progress in science and invention, nonetheless we are concerned about the problems that may arise. There is little doubt that automation and other scientific inventions tend to reduce manpower requirements, and/or cause changes in the skills required of our labour force. These changes affect the stability of employment.

Our position as regards automation is clear. We are not opposed to technological progress. The rail worker wants to see the level of rail traffic rise. He wants to see the industry prosper so that he can share in the industry's gains.

Despite the negative attitude of certain carriers and the observations of our members that the result of the introduction of new automatic devices is the cutting off of employees and leaving them without work, they have co-operated with the carriers.

The attitude of our members is that as much as they dislike the prospect of automatic installations coming in and taking away jobs, they respect their contract.

We want to co-operate with management to the end that the future of our industry continues to be a bright one.

However, we believe that sound policy requires keeping the advance of automation under control, that it should not be permitted to cause sudden and substantial shifts in the stability of employment.

I have cited these facts to impress upon the members of this subcommittee, and the public, that although the introduction of technological advances in the past has been subject to certain rules and regulations worked out in collective bargaining between the railroad labour organizations and the carriers, it has not been a bar to progress or to the investment of new capital in the railroad industry.

We in the labour unions of the transportation industry welcome the application of science to our problems, for in so doing lies the great hope of lifting burdensome labour off our backs and of providing that level of good living which a full employment economy should make possible.

In Canada, Mr. Claude Jodoin, President of the newly formed Canadian Labour Congress, at its Constitutional Convention held in Toronto in April of this year said:

We feel confident that automation can make a very real contribution towards the increased standard of living, but it can also bring suffering and disaster to some individuals. Our organization must remain alert to this danger and be prepared to work co-operatively with management and government to avert any unfortunate results that might develop.

And in his Labour Day message, Mr. Jodoin is reported in part to have said:

We look forward to continued expansion in our country. We are just now beginning to realize the full potentialities within our boundaries and we are anxious to see that these are developed to the advantage of all our people. Paralleling the development of these resources—some in isolated parts of Canada—is rapid technological change in our factories and offices. These changes, many of which fall under the general heading of "automation", offer new opportunities for a better standard of living. Their introduction presents a challenge to management, labour, and government. The Canadian Labour Congress renews its offer of complete co-operation with the other two parties so that technological changes can be introduced without disruption and suffering.

Firemen have over the years always shown a loyal interest in the railway industry, and this interest and loyalty still continues as was patent from the many expressions of interest and loyalty exhibited by the Brotherhood witnesses during the many days of testimony. The Board can only conclude that the firemen want to see the level of rail traffic rise, that they want to see the industry prosper and are not opposed to automation as such. The opposition of the firemen to the Company's request for a rule change

in relation to the use of firemen on diesels is based, first, on their sincere belief that firemen in freight and yard service are necessary on diesel locomotives for the safe and efficient operation of the railroad, and no doubt this belief, in part at least, stems from the fact that firemen have in the past always been necessary on locomotives, and that firemen presently employed as firemen on diesel locomotives, being proud of their craft, just cannot bring themselves to visualize how the diesel could be operated without their assistance. But the firemen oppose the Company's proposal on another ground, and perhaps when the matter is calmly viewed by the firemen, they may realize that the second ground of opposition has conditioned their thinking when they contemplate the Company's request. The second ground is that the firemen oppose the railway on the "Diesel Issue" because they cannot accept the result of the railway's proposal when to do so, it seems to them, would mean that the railway, who invited its firemen to become its employees and who assigned tasks to these employees which they believe with much justification they have faithfully carried out, would as a result of the implementation of the Company's proposal be allowed as a by-product of technological advance to cut them off from their employment and allow them to be casualties of automation without hope of sharing in the industry's gains by continuing to be employed by the railway.

It is with this picture before us that the Board now approaches the task of considering "The Diesel Issue".

### **The Evidence—In General**

All the witnesses called by the Brotherhood took the position and were of the opinion, based on their experience limited though it was in certain instances, that firemen were necessary on diesels, both in freight and yard service, if the railroad were to continue to operate safely and efficiently. The Railway Company countered by evidence and opinions of experienced operating officers from all aspects of the Company's operations, mostly from men who have risen from the ranks, who testified that the railway could be run efficiently and safely without firemen on diesel locomotives in freight and yard service.

### **Freight Operations**

In freight service union witnesses said the fireman has the responsibility of not only patrolling locomotives, re-setting the

safety devices, reading gauges and making minor repairs en route, but also assisting the engineer in any other way the engineer may require, and is jointly responsible with the head end trainman and engineer for seeing that the code of operating rules are strictly obeyed. Their witnesses testified that firemen are often called upon to re-set safety devices en route and thus they are able to cut down the frequency and length and consequently the danger arising from unscheduled stops. Brotherhood witnesses testified that the automatic alarms went off at least once on practically every other trip on the average. Testimony was also given that the engineer relied on the fireman rather than on the trainman when it was necessary for him to check train orders, decide on place and time of meets and consider speed and braking application under different weather conditions and varying conditions of the roadbed. Union witnesses further testified that it was on the fireman that the engineer mostly relied for forward lookout on the left side, as the trainman's duties kept him largely engaged in checking the train on both sides from the engine back while the train was en route.

Company witnesses, on the other hand, pointed out from actual records compiled over many thousands of miles of operation, that on the average modern diesel the safety alarms which might result in the necessity of stopping the train en route occurred only once in every 7,000 miles. It was, they said, the engineer who in any event was responsible for re-setting safety devices, and if to do so required the stopping of the train in an unscheduled stop, they were quite prepared to accept the very infrequent delay which might result therefrom. In any event, they continued, even if the alarms went off as frequently as the union witnesses said, many trains moved by being driven by multiple diesels and when one unit goes "off power" the remaining units have sufficient power to continue the journey but perhaps at reduced speed.

Further, company witnesses pointed out that on only 200 of the present 658 diesels in use on the railway today can a fireman go back in the engine room en route, and that when the system is fully dieselized a fireman can only go back in the engine room in approximately 16 per cent of the diesels that will then be in use. Therefore, the company witnesses say, the possibility or likelihood of a fireman being able to re-set safety devices en route so as to keep the train running is, according to their

experience, practically of little consequence and does not appreciably contribute to the efficiency of operations.

Their witnesses contended that with a trainman in the locomotive cab, he can easily perform practically all the lookout duties now being performed by a fireman, and can do those without neglecting his present responsibilities. They further stated that while at one time they considered it would be useful for firemen to patrol diesels to make readings of gauges, notations of oil pressures and records of other operating deficiencies, the usefulness of such reports to the mechanical staff has proved of no value; and that accordingly, for clarification's sake, the Company has issued a bulletin, distributed to all engineers, and thus to all firemen, in which the fireman's duties are for all practical purposes confined to the duty of assisting the engineer.

The Board has no trouble in understanding that it is difficult for a fireman or engineer to contemplate or visualize the operation of a diesel in freight service without a fireman being present in the cab. This doubtless comes about largely because of the fact that a fireman has always been in the cab of a locomotive. The Board also realizes that without a fireman the responsibility for look-out will be upon two men, the engineer and the trainman, instead of upon three as at present. It would also appear most likely in the event of no fireman being on the freight locomotive that the engineer will have to do some things himself which while he is presently responsible for seeing done are usually now actually performed by the fireman.

While according to the evidence long freight trains on the Quebec North Shore Railway, over some 350 miles, have operated safely and successfully without a fireman (helper) being in the cab, no evidence was tendered and doubtless is not available to show that the practice of operating freight trains without a fireman has been successfully carried out on a large railroad under varying climatic and road conditions similar to those that exist on the country-wide CPR.

### **Yard Operations**

Yard locomotives work in yard operations normally with a ground crew of three men, of whom one is called the engine follower, and with an engineer and fireman on the locomotive.

Witnesses for the Brotherhood, while still maintaining firemen are necessary on yard locomotives to read gauges, re-set safety devices, patrol the locomotive, make

checks before boarding and upon leaving at the end of shifts, put particular stress on the necessity of having a second man in the cab for safety reasons, and to enable the yard work to be carried out with reasonable despatch.

They pointed out that although on diesels the engineer's view may be somewhat better than on steam locomotives, nevertheless extending ahead of the engineer for some thirty to forty feet is a large box housing the diesel engine, and consequently on the whole left side (front and rear) there is a very restricted view. The witnesses say that whenever the track in the yard curves to the left, the view ahead is lost on the engineer's side and the fireman on the left side has then the only view available. Accordingly they say it is not only the practice but it is a necessity in frequent instances that the signal for movement of the locomotive be given first to the fireman who relays it to the engineer.

It would appear from the evidence, whether by reason of practice or necessity, at the present time in not a few instances and situations signals are in fact given first to the fireman who relays them to the engineer. Company witnesses, however, point out that the Company's instructions are that in any case where the engineer's view is so restricted that movements of the locomotive cannot be made in safety, that it is the duty of the engineer to stop and proceed only on signal from the ground crew given direct to the engineer. Company witnesses admitted that in certain places on industrial sidings the engineer's view, because of curvature and restricted clearances, may be such that it would not be possible to give a signal for movement from the ground direct to the engineer, and that in these special situations the Company is quite prepared to make some provision to take care of them by increasing the engine crew if necessary. They also point out that it is quite possible, if found warranted, to equip yard locomotives with dual controls so that they can be operated from either the right or the left side. Further, Company witnesses say that it must be remembered that the speed of locomotives in yard service is always quite restricted.

### **Safety of Operations**

Throughout the evidence, Brotherhood witnesses, in dealing with operations in both freight and yard service, gave it as their opinion that firemen are needed for the safety of the public and of the company employees. At the same time more than

one Brotherhood witness praised the safety program of the CPR and freely acknowledged the continual emphasis that the operating officers placed on the importance at all times of the safe operation of trains.

It is common knowledge that on this important phase of railway operation, Parliament has given the Board of Transport Commissioners wide jurisdiction and power. Section 290 of the Railway Act, R.S.O. 1952, Chapter 234, reads:

I. The Board may make orders and regulations;

- (i) Designating the number of men to be employed upon trains, with a view to the safety of the public and employees;
- (j) Limiting or regulating the hours of duty of any employees, or class or classes of employees, with a view to the safety of the public and employees;
- (l) Generally providing for the protection of property, and the protection, safety, accommodation and comfort of the public, and of the employees of the Company, in the running and operating of trains and the speed thereof, or the use of engines by the Company on or in connection with the railway.

If the Company's diesel rule were adopted there would be the engineer and the head-end trainman in the cab and on passenger service there would continue to be as at present the engineer and fireman (helper) in the cab of the locomotive. It is only in yard service on locomotives used for switching that the change in the diesel rule would leave only one man in the cab—the engineer—and there, according to the Company witnesses, the rules provide that he moves the locomotive only on direct signal from one member of the ground crew of three that are always present during yard operations.

### **General Conclusion**

The Board has not undertaken to discuss and analyse all the evidence tendered in support of and against the Company's proposal for a change in the "diesel rule", but it has taken all the evidence both pro and con into consideration and has examined all the exhibits and has weighed carefully the submissions and arguments of counsel for the Brotherhood and for the Railway.

The Board's conclusion thus arrived at is that the Company has established, in the main, its contention and accordingly we recommend that the Company should be allowed to change the "diesel rule" which would allow it to operate locomotives in freight and yard service without a fireman in the cab upon the understanding, however, that if as a result of actual operating

experience it appears that in some circumstances the services of the fireman (helper) might again be required, a modification of the rule might again be necessary and would then become the subject of further bargaining at a time when another agreement is being negotiated.

### **Limitations on Immediate Application of the Company's Diesel Proposals, and Social Implications resulting from a Change in the Diesel Rule**

Assuming, as we do, that in the light of the conclusions and recommendations arrived at as set out above, and upon further and mature considerations, both the Brotherhood and the Company will turn their attention to the means and methods by which the implementation of the change in the "diesel rule" may be carried out with the least possible deleterious effect on the individual firemen concerned, we now proceed to discuss and consider how the change in the diesel rule should be applied.

Firemen have been invited by the Company, from time immemorial—whereof the memory of living man runneth not to the contrary—to assume their place and perform their duties in the cab of the locomotive with the engineer. Before employment a fireman has been carefully screened, his general education has been declared satisfactory, his eyesight has been found good, and his health has been pronounced excellent; and upon assuming his place in the cab he has been expected to and has familiarized himself with all his duties and has faithfully discharged his share of the responsibility required of him to see that the uniform code of operating rules is adhered to strictly.

The fireman has undertaken to learn all phases of railway operation required of those who would one day become the engineer responsible for the safe movement and efficient handling of that costly and complicated piece of modern machinery known as the diesel locomotive. He has applied himself to learning by study and experience all he can about the operation of the locomotive so that he will be able when called upon by his employer to satisfactorily perform the responsible tasks that all locomotive engineers are required to undertake. Up to the present time a fireman has only been able to look forward, after faithful and efficient service as a fireman, of from between nine and twenty years, depending on conditions, to the time when he may be classed and set up as a fully qualified engineer. That is his only

line of promotion. He must pass qualifying examinations not only in relation to the operating rules but on many characteristics of the diesel locomotive and its handling under all conditions, to the end that he will on that day, when he is set up as an engineer, be it nine or twenty years away, be fully prepared to run the locomotive.

If he is to attain his goal as engineman he must, during his years of apprenticeship, never be guilty of a breach of operating rules or unsafe railway practice, on the pain of being set back in seniority or, in the case of more serious breach of rules or instructions, perhaps even being dismissed.

A fireman cannot use the skills that he has acquired in any other useful occupation if at any time he should desire to leave or be dismissed from the railway service. A machinist, an electrician, a mechanic, a boilermaker, a toolmaker, or many other skilled tradesmen in the railway service, are constantly being accorded opportunities for alternative employment in a variety of industries and situations where they can put their skills to work, and find satisfaction in equally interesting and attractive work, sometimes at increased rates of pay. If a fireman is cut off the payrolls he not only loses his seniority and his opportunity of promotion and increased earnings, but he can find no other work outside or inside the railway service where the skills he has acquired can be used. Here it might well be said that if one can judge from observation of the firemen who gave evidence in this hearing, the Canadian Pacific Railway is at the present time served with a loyal and devoted body of firemen keenly interested in their work, constant in their application, and ready and willing at all times to sacrifice time away from home and many comforts which others in other occupations enjoy as a matter of course.

The striking-off the payroll of firemen merely because of the large savings which automation offers, and in circumstances under which by not even the greatest stretch of the imagination could it be considered any fault of their own, is a much too exacting and far-reaching sacrifice to expect experienced firemen to be called upon to bear in the name of technological change.

Accordingly, your Board, while finding the Company's diesel proposal reasonable in principle, *Recommends that the Company Continue to Employ all Firemen (Helpers) who are at the Date of the New Agreement on the Firemen's Roster and*

*who have Passed their Engineer's Qualifications and/or Attained Three Years of Seniority as Firemen.*

The Board further recommends that the Company give an undertaking to the Brotherhood not to seek, when future contracts are open, the right to release these firemen from employment or to transfer them to other employment with the Company where their direct line of promotion would not be to engineer, provided that the Brotherhood at the same time give an understanding to the Company which would provide that if at any time in the future it should agree to allow the CNR to release from employment any or all of its firemen (who are qualified as engineers) or to allow the CNR to transfer to other employment any or all of its said firemen, where the direct promotion is not to engineer, it would at the same time allow the CPR to do likewise.

During the forthcoming contract these firemen should be entitled to all the rights, privileges and pay or allowances, except where they presently differ, enjoyed or to be enjoyed by firemen who serve on steam locomotives. The Board further recommends that all firemen who have not, at the date of the signing of the new contract, attained three years' seniority or have not at the said date qualified as engineers by passing the required examinations should be continued in their employment as firemen (helpers) without loss of pay or diminution of rights or privileges for a period of three months. After the said three months the firemen in this category should be offered alternative employment in the Company's service without loss of pay and with full retention of seniority rights on the firemen's roster. These last mentioned firemen during the three months' continuation of employment, or at the end thereof, should, if they elect, be given the right to retire from the service of the railway with a severance pay equal to one and one-half months for each year of accumulated service as firemen. Such accumulated service would be calculated up to the signing of the new agreement. Thus a fireman with two years' seniority up to the signing of the new contract and wishing either before or after three months have passed from the signing of the contract to sever his connection with railway service, would be entitled to three months' severance pay; and other firemen who similarly elected would be entitled on a *pro rata* basis to receive similar severance pay. Wherever there is reference above to the date of the new contract, the date of the new contract shall be

considered as its actual date or February 15, 1957, whichever date is earlier.

If the parties to this dispute are prepared to adopt these recommendations, the railway after three months from the signing of the new contract would be able to transfer to other useful railway service approximately two hundred firemen, thereby saving on an annual basis within the first year of such transfer something over \$800,000, and would within approximately ten years (because new firemen would not be hired but presently employed firemen would be promoted to engineers upon the death or retirement of the present engineers) reap the full benefits of the savings that the Company indicates would be reached in five years if its proposals were completely adopted. It is our belief that if such fair treatment as we have above recommended were afforded by the Company to its firemen, the Company would be entitled to expect to receive and would in all likelihood receive, the same kind of devoted and loyal co-operative service which it now receives from the vast majority of all its employees in every branch of the railway operations. If the Company were to put into immediate effect to the fullest extent the powers sought in its proposal, it would mean that 1,050 firemen would be subject to immediate dismissal. If that were to be done the railway would be confronted with the possible loss of a very substantial part of the reservoir of good labour relations which it now enjoys with all its employees. This would be a high price to pay for the immediate savings which it estimates it would make.

### **Joint Committee**

It is our considered opinion that the implementation by the Company of the new diesel rule subject to the limitations in its effect upon firemen presently employed that we have recommended, can only be carried forward with the greatest possible benefit to the Company and the least amount of disturbance, uncertainty and disruption to the firemen presently employed, if the details and procedures of the implementation are put into effect after consultation and agreement between the parties. To this end we therefore propose and recommend that the parties agree to set up a joint committee of six members, three from the Brotherhood and three from the operating officers of the Company, the same to be constituted within one month of the signing of the new agreement. The responsibility and duty of this committee would be to discuss,

decide and put into effect all plans, rules, details and procedures necessary to enable the Company to carry out the new "diesel rule", while at the same time safeguarding the interests of the men affected both as to their assignments, overtime, size of pools, spare board assignments, monthly mileage, seniority listings and transfers, alternative employment, and any other matters concerning the conditions of employment of the men concerned affected by the change in the "diesel rule". The Board further recommends that within one month of the signing of the new agreement the parties jointly recommend and appoint a Referee whose duty would be, when any disagreement arises in the joint committee on the matters referred to and considered by it, to make a decision which would then become binding on both parties. In the event that such a Referee could not be agreed upon between the parties, the parties should provide that a Referee be appointed by the Minister of Labour for Canada. However, the new contract should also provide that if the union fails to appoint such a committee within one month from the signing of the new contract, that the Company would then be allowed to implement the change of rule unilaterally, subject always to the limitations imposed by these recommendations.

#### **Helpers on Passenger Diesels**

The Company proposes to eliminate all agreements, rules, regulations and interpretations of practices however established which provide rates of pay and daily earnings minima for firemen on other than steam power, and to establish a rule to provide that in instances where a fireman (helper) is used on other than steam power the minimum rate of seven dollars per day of one hundred miles shall apply. The Company says that it shall continue to use firemen (helpers) on passenger service, but that since the fireman's main duty on a passenger diesel locomotive would be to operate the steam generator, he should receive a reduced rate of pay.

If the recommendations above set out as to how the change in the "diesel rule" shall be implemented are accepted by the parties, this proposal of the Company will be merely academic for the term of the new contract. Therefore your Board does not see fit to make any recommendation with respect to this company proposal.

#### **Arbitraries and Initial Terminal Times**

The Company's next proposal is that they should be allowed to eliminate "preparatory and inspection time arbitraries and provide that firemen when

employed will be paid for all time from time required to report for duty until released, and that the rules should further provide for initial terminal time payments in road service to be used to make up a short day on the same basis as final terminal time is now applied".

The arbitrary allowances relating to preparatory and inspection time and initial terminal time are of very long standing, and the firemen regard these payments as being "built-in" to their wage structure and feel that any reduction made in the arbitraries amounts to simply a reduction in wages. However, changing conditions appear to justify negotiations with regard to revision of the arbitraries, and it is your Board's view that the Company and the union representatives might well themselves discuss revisions of the present "arbitrary" rules along with and at the same time as the Brotherhood might wish to discuss changes in other rules which they regard as outmoded.

#### **Elimination of Mountain and Valley Differentials**

After weighing the arguments and evidence put forward by both parties with respect to this request, the Board is of the view that there is some merit in the Company's request and it accordingly recommends that all mountain differential be reduced to the amount of the valley differentials but that the valley differentials be continued.

#### **Union Proposals**

- (1) *Proposal for Increase in Basic Rates of Pay in all Classes of Service by 25 per cent.*

The Brotherhood wage proposal is for an increase in basic rates of pay in all classes of service by 25 per cent, and that all the arbitraries, differentials and special allowances be maintained and increased accordingly, and that the requested increase be made effective retroactive to April 1, 1956. It has already been stated that the railway has enjoyed the services of an outstandingly loyal and devoted body of employees who have carried out the requirements of their employment with industry, efficiency and enterprise. They have for the most part settled their employer-employee relationship around the table and their negotiations have been carried on in a spirit of friendliness, courtesy and reasonableness, the value of which in dollars to the railway can hardly be over-estimated. These are facts which your Board must consider when it enters

upon the task of recommending what, if any, wage increases should be afforded to the firemen.

The Board must also be aware, in considering the Brotherhood's wage demands, of the fact that the firemen's wage position has during the last few years suffered by comparison with that of skilled workers in other classes of industry; and at the same time the railway's ability not only to earn a fair return on its investment but to provide services at rates which it is within the power of the public to pay must not be lost sight of.

Wage settlements involving increases have been made with the non-operating unions and some of the operating unions of this railway, and we can see no reason why the same increases that employees in other branches of the railway service have received should not be extended to firemen.

Therefore your Board recommends that provided the contract which expired on the 31st of March 1956 be renewed for a term of twenty-six months until the 31st day of May 1958, it should be amended by providing among other things:

(a) All wage rates applicable to miles, hours, overtime, arbitraries and special allowances be increased by 7 per cent effective April 1, 1956, and by a further 5 per cent effective June 1, 1957, both increases on rates in effect on March 31, 1956; provided, however, that the \$4.25 per month per employee included in these increases subsequent to January 1, 1957 be in lieu of health and welfare benefits.

The recommendations for increased wages and other allowances, the Board feels, should apply to all firemen, whether operating steam or diesel locomotives, provided that the parties adopt the suggested "diesel rule" change together with the limitations and reservations in its application that have been recommended above. The Board makes this recommendation because we believe that while some firemen will remain on diesels as helpers, they may from time to time also fire steam locomotives, and in any event the railway could always require them to serve either on steam or diesel locomotives and they should not be penalized by being required to accept lower wages while operating as firemen on diesel locomotives than while operating as firemen on steam locomotives.

## (2) *Statutory Holidays.*

The union has requested that the new contract provide for one full day's pay for each statutory holiday not worked. The payment for statutory holidays is now so widespread in industry and it is already

enjoyed by the non-operating groups in the railway's employ and has been accorded in part to the trainmen's group with this railway, therefore we see no reason why the same provision for statutory holiday pay as was allowed to the trainmen in their recent contract should not be granted to the firemen.

For these reasons we recommend that the new contract contain a clause which will provide:

*Statutory Holidays*—Effective January 1, 1957, all regularly assigned yard firemen shall receive eight hours pay at *pro rata* rate for each holiday hereafter specified, provided it does not fall on their assigned days off or during their vacation period. If required to work on any such specified holiday, firemen shall receive pay for work performed in accordance with regular scheduled provisions in addition to the day's pay specified above. A fireman whose assignment requires him to work on such specified holiday and who fails to fulfil his assignment shall not receive any pay on account of such holiday. Work done on shifts commencing between 12 o'clock midnight and 11.59 p.m., both inclusive, on the specified holiday, shall be considered as work on the specified holiday. The specified holidays referred to are New Year's Day, Good Friday, Dominion Day, Labour Day, Thanksgiving Day, Christmas Day; provided, however, that when any of the above holidays fall on Sunday, the day substituted by the Federal Government shall be observed. Spare firemen required to work on any of the specified holidays shall be paid in accordance with regular scheduled provisions and shall receive in addition eight hours pay at *pro rata* rates.

## (3) *Allowable Service—Change in Pension Rule.*

At the present time only those months are counted in which actual work is performed, so that time lost on account of ill-health or injury (even in the Company's service) or temporary layoff due to economic conditions, do not count in making up the period of necessary entitlement. Evidence was given of employees whose connection with the Company is of many years standing but who because of layoffs during the depression still do not qualify for pension benefits. The union proposal would involve an additional cost of \$1,536,000 in the first year.

There is in existence a joint pension committee which deals with pension plans and matters incidental thereto. This committee is representative of all company employees including firemen. Your Board is of the opinion that any request such as that advanced by the union should be put forward through its representative on the pension committee. In any event it is clearly beyond the terms of our reference to make any recommendation with reference to this request.

(4) *Proposal by the Brotherhood for New Rule Requiring the Employment of a Fireman or Helper on "Budd" Locomotives.*

The union failed to produce any really strong evidence to support their contention that a fireman or helper was needed to assist the engineer on "Budd" cars. The Company's submission showed that "Budd" cars were introduced to meet the present passenger problem and were providing a service to the public and work for railway employees which would not be possible if the cost of ordinary train operation had to be met.

The union's main contention had to do with their submission that for safety reasons a helper was needed to assist the engineer on "Budd" cars. No evidence was produced by the union which would show that because "Budd" cars were run without a helper their safe operation was suffering thereby. In any event, if at any time the Brotherhood or other interested members of the public are able to establish that in the interests of safety an additional man should be employed with the engineer on "Budd" cars, the Board of Transport Commissioners has power to adequately deal with the matter so that the public and the employees can be fully safeguarded in that respect.

For these reasons the Board's view is that the present rule with relation to the operation of "Budd" cars should not be changed.

(5) *Mileage Regulations.*

The union asks for a change in rule which will provide that "when a fireman is called for additional service out of his home terminal after he has attained the maximum mileage of 4,800 in passenger service or 3,800 in other service, he will be paid at one and a half times the regular rate; double time where overtime is

involved". These mileage limitation figures have been contained in the collective agreement between the parties unchanged since 1921 notwithstanding the improvement in the time that trains take to get over the road. It would appear from the evidence before the Board that the present provisions were put in the agreement at the request of the men for their own purposes and for the protection of the members of the Brotherhood.

In your Board's opinion the union failed to present any evidence which should lead the Board to recommend that the requested change in this rule be allowed. Therefore your Board is of the opinion that the present rule should be continued.

(6) *Dead-Head Rule.*

This request of the Brotherhood relates to dead-heading to and from an assignment at a station auxiliary to the main terminal. The Brotherhood has asked the Board of Adjustment to interpret the rule as the Brotherhood wanted it interpreted, but it would appear that the Board of Adjustment has referred the matter back to the parties to work out in accordance with established practice.

Our view is that while this question is still before the Board of Adjustment your Board should make no recommendation concerning any change.

It is the Board's sincere hope that the recommendations above set out will be accepted by the parties and that they will thus form a basis upon which a mutually satisfactory new collective agreement can be concluded.

All of which is respectfully submitted.

(Sgd.) J. C. ANDERSON,  
*Chairman.*

(Sgd.) EMMETT M. HALL,  
*Member.*

Dated at Belleville, Ontario, this 17th day of December, 1956.

## MINORITY REPORT

Under date of the 9th of May last, you appointed a Board of Conciliation and Investigation to deal with matters in dispute between the above-cited parties and you did me the honour to appoint me a member of that Board. I am now in a position to report to you that a very thorough investigation has been made by the Board consisting of His Honour Judge J. C. Anderson, as Chairman; Mr. Emmett Hall, QC, and the undersigned, and while an attempt at conciliation was made, it

was found to be impossible to reach agreement between the parties due to the arbitrary and unreasonable attitude of the railways in refusing concurrence on any of the matters in dispute until the Brotherhood agreed in principle to what is in effect its own disbandment and the discharge from the service of the workmen it represents. Agreement by any labour union to such terms is, of course, in my opinion, unthinkable, and so the necessity for this report.

There were a number of requests by each of the parties presented to the Board and duly considered which I will deal with individually later in my report, but the outstanding issue was the demand of the railways that the union accord it the arbitrary power to dispense with the employment of firemen on diesel engines in freight and yard service, on the alleged ground that their services can be performed by other members of the train crew and, in consequence, that they are no longer necessary. The railways' demand in this regard was set out in the following words:

8. Eliminate all agreements, rules, regulations, interpretations or practices, however established, which require the employment or use of firemen (helpers) on other than steam power and establish a rule to provide that the Company shall have the unrestricted right to determine when and if a fireman (helper) shall be used on other than steam power.

Mr. Ian Sinclair, QC, who with Mr. John Pearson, appeared as counsel for the railways, stated that it was not the present intention of management to dispense with firemen on diesel locomotives engaged in passenger service, though given power to do so, as passenger trains are heated by steam from a boiler located on the locomotive. This apparatus requires the attention of a fireman, but on all diesel locomotives engaged in freight service, both through and local, and when engaged in both road and switching service, and in all yard service, for the assortment of both freight and passenger cars, management would operate without the use of firemen, or enginemen helpers, as they are coming to be designated.

The Company called fifteen witnesses, all of whom were in executive or supervisory positions, and all but two of whom were in its own employ. These witnesses expressed a uniform opinion that a fireman on a diesel locomotive is unnecessary or performs no useful function in freight and yard service. In freight on the road or in switching the head trainman could substitute for the fireman in keeping lookout on the left, or fireman's, side of the locomotive while in yard service all signals from the ground crew could be given from the right, or engineer's side and when necessary one of the ground crew could ride the head of the locomotive. Diesel locomotives have automatic alarms which sound a warning when the oil pressure fails, a short circuit occurs in the electric system or the revolutions of the engine exceed the safety limit. When any of

these warning devices operate, the engine unit goes out of service, so that it no longer delivers power to the train until the device is re-set. The re-setting of these devices has in the past been the fireman's duty, but the Company witnesses maintained that the re-setting operation could be performed by the engineer though that would involve at times the halting of the train on the track in an unscheduled stop, unless the diesel locomotive consisted of multiple units and those units remaining furnished sufficient power to continue the journey. The Company, its representatives said, was prepared to accept such delays as this manner of operation would involve and they were quite sure that such unscheduled stops even on single and unblocked tracks presented no hazards, as the crew would protect the train both fore and aft by flag men with lanterns and fuses. This, they said, made the fireman altogether unnecessary, as on diesels there is no coal to shovel or fire to tend and mechanically a diesel is completely automatic.

There was introduced in evidence a bulletin of the Canadian Pacific Railway known as M.P. 604, detailing the "routine duties" of firemen on diesel locomotives engaged in road freight, "before leaving the shop track, and periodical inspections made during run". As many as twenty-one separate operations are described as the duties of firemen before taking a diesel locomotive from the shop track, followed by nine operations described as "on Fireman's side of Locomotive," and by nine more listed under the heading, "Periodical Inspections to be made during the run".

The copy of this document filed is dated June 1, 1949, and has remained in force until the current negotiations to dispense with the fireman were in progress. Bulletin M.P. 604 instructed firemen to fill up and lodge inspection forms detailing mechanical defects discovered en route, and the Company produced a bulletin dated April 21, 1956, being eighteen days before this Conciliation Board was appointed, telling engineers at Smiths Falls and Ottawa that M.P. 604 inspection forms are no longer required. This was followed by another dated October 7, 1956, addressed to enginemen at Smiths Falls, Ottawa, Chalk River, Vaudreuil and Rigaud, and stating that the engineman, not the helper, is responsible for the diesel units in his care, and that the helper "is not required to patrol the diesel except as directed by the engineman or as may be required for the operation of steam generators. In the same way, when a unit has been checked by shop staffs, the

helper is not required to perform checks or to see that the unit is properly equipped and supplied with fuel, lubricating oil, water and sand."

In this way the railways involved in this dispute seek to distribute the work and responsibilities of the fireman or helper among the shop staffs, the engineman or engineer and the head-end trainman, or brakeman. According to the bulletin quoted, all that is left to the fireman is to assist the engineer, comply with the operating rules and operate the steam generator. As steam generators are used on passenger trains only and as all crew members are expected to comply with the operating rules, the fireman is left with the uncertain remnant of his former duties of "assisting the engineer". He is not even expected to keep a lookout on the left side of the locomotive unless directed to do so by the engineer, according to this directive.

Counsel for the Brotherhood, Mr. Arthur Garmaise and Mr. Douglas Cohen, called as many as thirty-five witnesses of whom two only are foremen, and all others are actual operators such as conductors, engineers, firemen, brakemen, and shop mechanics. Two of the engineers are employed by the Canadian National Railways, one by the Union Pacific and one by the Pennsylvania. These practical men were unanimously of opinion that the fireman is a positive necessity on diesel locomotives of all classes whether in passenger, freight or yard service. Diesel electric engines were described as exceedingly complicated, far from perfect and by no means completely automatic. In addition to re-setting the alarm system, the fireman patrols the engine-room while the locomotive is in motion, during which time the engineer is duty-bound to his seat. Much evidence was given and many incidents recounted of firemen making essential repairs and adjustments en route which enabled the locomotive to continue its journey, thus avoiding unscheduled stops, which were described as time-consuming, upsetting and dangerous. Witnesses agreed that if the rules as to train protection were fully observed the inevitable hazards involved in blocking the tracks with a disabled train were greatly reduced though not altogether eliminated, and, moreover, complete compliance is not always possible. An instance was told of a rear-end brakeman who unwittingly stepped off his train while it was on a tressel and was picked up eighty feet below, and another who sprained a ligament and in consequence failed to reach a following train in time.

Trains operate both night and day and under greatly varying conditions of terrain and weather.

The proposal to shift the fireman's duties of lookout to the head-end brakeman was described as unrealistic and impractical. The head-end brakeman is not experienced in mechanical matters; his interest is in the train, not the engine, in the picking up and setting off of cars, the sorting of freight, and the conditions of the rolling stock, other than the engine, and he is required to continually look for hot boxes or things dragging. For this purpose he must look back along the entire train on the inside of every curve on both sides of the train, while never losing track of his train orders, which may be voluminous. He never has had time or capacity to fulfil completely the fireman's task of watching from the left hand side of the locomotive the track and right of way and approaching vehicular traffic out ahead. While he, of course, keeps watch when not otherwise engaged, he has never in the past been expected to assume the full responsibility of the left hand lookout, and today trains are longer and heavier and are making better time than ever before.

There are few workers in the industrial life of Canada who bear so terrible a responsibility as that of the locomotive engineer in charge of a modern train. I know, for I have defended engineers charged with manslaughter for having overlooked a meet or miscalculating the time of arrival of an oncoming train. The engineer of a freight train in road service is furnished with a timetable of approaching trains, from which, as varied by dispatchers' advices, he plots his own progress from one passing track to another. There may be several trains approaching each of which has right of way superior to his own, and all of which may be on schedules varied by dispatchers' orders. He is required to dodge from station to station, letting these superior trains go by, and he is expected to make time. In addition, he watches the track ahead, observes the whistle posts, and the various train signals, while he supervises the mechanical operation of his big machine, which is not always in perfect mechanical condition; all this while he actually operates the locomotive with his foot on the throttle and his hand on the brake, as engineman in road service.

So long as trains have been running, the engineer has been furnished with an assistant, who, in addition to taking care of the mechanical needs of the locomotive and sharing the task of lookout, has been

charged with the responsibility of observance of the operating rules and the train orders and has kept track of changing schedules and has calculated the time of meets. The fireman is the engineer's co-pilot. It is not given to mere humans individually to always be right, to never be mistaken, and it is the duty and function of the fireman to catch an oversight, a momentary failure to observe, or a miscalculation of the time of an approaching train or the speed under varying conditions of his own train on the part of the engineer, and thus to avoid what would otherwise result in some frightful accident in which two trains may be involved with hundreds of thousands of dollars in property and the life and limb of passengers and crews.

And now, when the trains are becoming longer and heavier and more costly and are travelling at much higher speeds on still more heavily travelled tracks, the Company proposes the elimination of the fireman, and the concentration of the full responsibility on the sight and hearing and the mind of a single individual.

The engineers have not consented to any such change, and in fact, members of that classification appeared before this Board to denounce the proposal as impractical and dangerous to both train crews and the public. They pointed out that the airlines furnish co-pilots, whose position is closely analogous to that of the engineman helper on the railway. The mental strain on the locomotive engineer is so great, and the tragic responsibility so terrible, that the railways even now do not require their engineers to report for duty when he feels himself unfit. The proposal that the engineer bear the fireman's portion of the strain and burden as well as his own is as ill-conceived as it is inconsiderate.

In yard service, there is no head-end brakeman upon whom the fireman's functions may be imposed, so that here the Company proposes that the locomotives shall be operated by the engineer only and shall run blind on the left side.

Persons unfamiliar with locomotives both steam and diesel may not realize that the engineer in his seat on the right side of the cab is totally unable to see anything on the left side, while the fireman on the left side is equally blind to what may be transpiring on the right side. This was fully described by the witnesses.

Through the courtesy of counsel for the Canadian Pacific Railway, the members of the Board were permitted to visit the railway yards at Ottawa and to there observe

an actual switching operation with diesel locomotives. I actually sat in the engineer's seat and peered through the window through which he keeps his lookout. On the engineer's left is a great square box housing the diesel engine which towers two feet or more above his head and extends forward some thirty feet. With the exception of what little he can see at right angles through the fireman's side window, the whole left-hand forward view is blank, and when the cab is followed by a passenger or box car the same may be said of the left-hand rear view; it is blank. The engineer can, of course, look forward as well as to the right but, obviously with the thirty-foot wall obstructing his left-hand vision, the track ahead is lost to his view whenever the track curves to the left. The same conditions reversed confront the fireman on the left side of the cab, and he can see nothing of the track ahead when the road swings to the right.

It is plainly obvious that such locomotives are designed for two-men operation. That a one-man drive was never contemplated by the producers of these machines is made clear by the fact that to look through the fireman's front-view window, the engineer must abandon all his controls. He cannot reach the throttle or the brake while he is on the fireman's side. This is a condition which no sane engineer would contemplate while the locomotive is in motion. There was some talk of installing dual controls, but this is purely prospective as none are as yet available on the diesels of the Canadian Pacific Railway or of any other railway so far as I know.

Nevertheless, the Company purposes removing the fireman, if they are permitted to do so, and to attempt to avoid the perils of one-man operation and running blind by an alteration in the rules requiring the switching crew in yard service to do the watching from their positions on the ground. There are three men in a switching crew, one of whom is to be the engine follower. They are to work on the right side of the engine at all times so that they can give signalled orders directly to the engineer and they are to be responsible for what occurs on the left side of the train, which they cannot see, as well as for conditions on the right side, which they can see, except when the train is rounding a left-hand curve. Under these conditions the engine follower is to ride on what used to be called the cowcatcher of steam locomotives.

In all switching yards there are one or more lead tracks off which other tracks radiate. Groups of cars are sorted by

running the train back and forth on the lead track and shunting cars down the radial tracks to be later picked up and assembled in desired order. These radial tracks may branch off to either right or left. When they join the lead track on the left side of the train they are within the range of vision of the fireman and not of the engineer. Were the firemen removed, a movement on a left hand radial track could occur unobserved by those on the right side of the train including both engineer and ground crew, and a collision result.

A yard foreman and several experienced yardmen, firemen and engineers denounced this proposed procedure as impractical and dangerous and, under some circumstances, impossible. Instances were given of tracks running alongside the walls of buildings so close that the engineer could not put his head out of his side window. Under such circumstances, it was said to be plainly impossible to give all signals on the right side directly to the engineer. Company representatives argued that it was not impossible, and I agree that nothing in this connection is impossible if the Company is oblivious of its dangers and indifferent to waste of time.

Instances were also given of operations in which the entire crew is engaged in guarding crossings, throwing switches, protecting the train against on-coming traffic and running the locomotive. To reduce the number of the crew under such circumstances was described as unrealistic, and it does seem to me to be inopportune as well as dangerous and unnecessary. The introduction of the diesel has made possible the handling of longer and heavier trains at considerably increased speeds which would ordinarily indicate an increase in staff, rather than a decrease. Such trains carry greater loads of freight at faster rates and in consequence at increased profits. It is the duty of management to take advantage of technological progress and make such savings as are reasonably possible, but, in this instance, reducing the staff while increasing both the load carried and the speed of operation is over-reaching.

The proposal is also unconscionable on the part of the employer with regard to a class of employees whose faithful services in the past and present entitle them to consideration. The firemen whom the Company ask power to set adrift engaged in railway service as a life's career. They all expect to some day be engineers, for which position the work and experience of the fireman is the best of training. Many

of the firemen whom the Company ask leave to let go have been in the service for many years serving with a devotion that is exemplary. Even were the proposed method of operation feasible, which it is not, to suddenly transfer these men's duties to others and then to announce that they no longer perform any useful service, that they are useless and unnecessary and that the employer seeks authority to dismiss them is ruthless, and in my opinion unconscionable and constitutes a threat to all other classes of the railway's employees.

That the Company intends to make use of the authority sought to the full extent of its own convenience is made amply clear in the evidence submitted by its executive witnesses. The average number of locomotive firemen employed by the Canadian Pacific Railway in 1955 was 2,847, of whom 503 were in passenger, 1,591 in freight and 753 in yard service. According to Mr. J. N. Fraine, who is general manager of the Company's Eastern region, if the Company's proposal as now made had been in effect during 1955, there would have been employed 568 fewer firemen in freight road service and 485 fewer firemen in yard service, so that the sum of these two figures, or 1,053 firemen, can expect to be discharged were the proposal to go into effect in 1956 or 1957, for the dieselization program is steadily advancing. The railway management expect the road to be completely dieselized by 1961, and according to Mr. Fraine, the Company purposes disposing of the services of an average of about 215 firemen per year for the next six years, and in addition, the wages of those few remaining are to be reduced per hundred miles from the present \$10.33 for single unit and \$11.67 for a four-unit operation to a flat \$7 per hundred miles, irrespective of the number of units in operation. According to Mr. S. N. Gossage, who is Manager of Labour Relations of the Canadian Pacific Railway, it is proposed to save \$10.7 million per annum, by the elimination of 82 per cent of the Company's firemen and by reducing the wages of the one-sixth who it is presently expected will remain to a rate of pay which as Mr. W. E. Gamble, Vice-president of the Brotherhood, remarked, is \$3 less per day than is paid to the man who sweeps the roundhouse floor.

Nor is the blow at present softened by any assurance of other employment beyond the intimation that the Company will draw upon its fireman reserve for replacement in the engineer class, as it has done in the past, and will help in finding other jobs for those it lets go. Mr. Sinclair stated

the Company's position succinctly in the closing paragraphs of his very able argument when he said that the diesel has already displaced many Canadian Pacific workers, whom the Company did its best to absorb, and he added:

The men who were not absorbed in the Canadian Pacific have gone elsewhere and secured jobs where they could do useful work and contribute to the increasing productivity of the Canadian economy. I suggest that is what we have to do here; we have to try to meet the problem of automation realistically, but fairly, and not run away from it.

There will be differing as to what is fair under such circumstances, but the utter absurdity of attempting to bring about an agreement with the union and its membership in the face of such a proposal advanced in such an attitude is obvious. For the Brotherhood of Locomotive Firemen to agree to such a proposal is unthinkable, and for the Company to deny these employees the advance in pay accorded to its non-operating and nearly all others of its operating employees as a penalty for refusing to consent to their own discharge and the consequent demise of their Brotherhood belies the Company's self-righteous claim to fairness.

I have already mentioned the absurdity of conciliation with a view to agreement when one party to the dispute insists on the liquidation of the other. Such a demand makes compromise impossible and has for its inevitable outcome the exhaustion of one or the other of the disputants or both of them, in industrial warfare. Nor is the certainty of such an outcome lessened by the good relations which have been traditional between the parties.

Commenting on the deterioration in the relationship between management and labour in the transportation field, Prof. Stuart Jamieson of the University of British Columbia, a well-known economist and authority on labour problems, remarked that prior to the war railway workers were among the "aristocracy" of organized labour, and he adds:

As would be expected under such circumstances, unions in the railways and public utilities have been traditional models of prudence, conservatism and "responsibility". They have paid a price for these virtues during the present era of inflation and economic expansion, however, and where the price has come too high they have ceased to be virtuous.

In the past, the Canadian Pacific Railway has enjoyed the services of an outstandingly loyal and devoted body of workers. They have fought its battles on

countless occasions and they have operated the road with industry, efficiency and enterprise. They have settled their employer-employee relationships around the table and their negotiations have been carried on in a spirit of friendliness, courtesy and reasonableness that have been worth many millions of dollars to the railway enterprise. So harmonious have been these relations that most of the railway unions have never even threatened strike action and there has occurred only one actual strike within the memory of the present generation. The employees have paid the price of the "virtues" to which Professor Jamieson refers. In comparison with skilled workers in industry generally their position has deteriorated seriously, and comes now this cruel and drastic threat by management to liquidate out of hand five-sixths of a whole great class of railway workers, an unnecessary, ill-advised and ruthless blow to the valuable good relationships of the past. There is something sad as well as disastrous about such bad judgment.

The duties of the Board under the Industrial Relations and Disputes Investigation Act are not confined strictly to parties in dispute, and in this instance the public also is to be considered. The deaths of citizens at level crossings are much too numerous, and side-swipes, rear-end and head-on collisions are much too frequent to justify any weakening of the lookout in the locomotives of freight trains on Canadian Railroads. In switching yards, employees necessarily cross the tracks to reach the trains to which they are assigned. There are public crossings in the yards and one has but to look to observe how frequently people, including children, move about the switching tracks. The proposal to run locomotives in yard service blind on the left side has been described by practical yardmen as dangerous to the public. In my opinion it would be a serious disregard to public safety, and should not be undertaken by the railway, or permitted.

My recommendation to the Canadian Pacific Railway management is that they withdraw this ill-conceived and provocative request for power to liquidate its firemen, and I draw to their attention the fact that the management of the Canadian National Railways have canvassed this same proposal and, after mature consideration, have recently entered into a collective agreement with its firemen for betterment of wages and conditions, without so much as a mention of the dispensation of their services.

I am further fortified in this recommendation by a settlement concluded on the 21st of November, between all the railways of the United States and their locomotive firemen. This same proposal to dispense with the service of firemen (helpers) on diesel locomotives was advanced by the railway managements but the idea got no further than a thorough consideration in a hearing conducted by an official of the Federal Labour Department; it did not even reach a Board, as it has in Canada. In face of the facts, it was withdrawn by the railway managements, and an agreement has been entered into by all the United States railroads and the American Brotherhood of Firemen and Enginemen for a three-year term package equivalent to a wage payment of an additional 26½ cents an hour.

I would like to think that the Canadian Pacific Railway will follow suit, which brings me to the second outstanding problem submitted to the Board, that of wages. The Brotherhood has requested an advance of 25 per cent and it supported its claim with statistics showing a startling deterioration in the fireman's wage position in the Canadian community as compared to skilled workers in other classes of industry such as construction, pulp and paper, printing and the manufacture of durable goods. The differentials are shown to be steadily worsening from the firemen's point of view since the outbreak of the last great war in 1939. While the facts as demonstrated by the Brotherhood's economist, Mr. D. M. Paltiel, are impressive, they may be disregarded for the purpose of this report, as a pattern of settlement between both the Canadian railways and their employees in both the non-operating and running trades divisions has been currently established which should be followed in this instance. It involves an increase in wages of about 12 per cent. I need not go into the details in this report, as they are of record and are well known to the parties. It is outrageous that the wage betterment accorded to all other employees on both railways should be withheld from these particular firemen who have committed no crime which would excuse such treatment.

Both parties to the dispute submitted a number of requests, which were, however, overshadowed by the Company's demand to eliminate the fireman entirely, and indeed would be rendered with certain exceptions almost nugatory were the Company's main proposal to become effective.

The Company's second request was that the wages of firemen who may still remain

in the employ be reduced in keeping with management's newly conceived appraisal of the work load, skill requirements and responsibilities of that office. It is apparent from what I have already said that I emphatically do not agree with the new appraisal and of course as strongly disagree with the consequences imagined to follow from it. I recommend to the Company that this suggestion also be withdrawn.

The Company's other demands are for rule changes to reduce the time allowed the fireman when preparing the locomotive and train for service when the engine is taken from the shop track, or change-over point, and as well the time allowed the fireman when he delivers the locomotive to an on-coming crew or to the shop track at the end of his run. These fixed time allowances are termed initial and final terminal arbitraries. They are of very long standing. Changing conditions appear to justify negotiations with regard to suggested revisions, but as advanced in these proceedings these requests amount to mere demands for reductions in wages, which are unjustified in a period of full employment and rising economy.

The Brotherhood, on the other hand, has asked the Company for recognition of statutory holidays by payment of one full day's pay for each such day not worked and time and one-half for days worked in which any portion of the time on duty forms part of a statutory holiday. Evidence was submitted as to how widespread in manufacturing, construction and other industry is the practice of paying for statutory holidays not worked and overtime rates when worked. In the Canadian Pacific Railway itself, the non-operating employees are paid for five statutory holidays and so are sleeping car employees. Actually trainmen employed by the Company in yard service receive statutory holiday pay, so that what the Brotherhood asks is that the rule be extended to include firemen in passenger and freight service.

Evidence was given by two engineers engaged in the operation of self-propelled passenger units, commonly known as buddycars, of the disadvantage of one-man operation. These units run on the regular tracks at high speeds and without the presence of a fireman or engineer's helper. The Brotherhood is asking that one be employed. The Company argued that the vision of the driver on these cars is very complete, that they are not designed for a two-man operation and that no seat has been provided for the proposed second man. According to the Brotherhood the present arrangement is unsatisfactory but the

evidence submitted was not sufficient to warrant a firm opinion on my part, and the subject should be further discussed between the parties.

The present rules limit the time in each month in which the fireman may be called for or is permitted to go on duty. The limitation is 4,800 miles per month in passenger service and 3,800 in freight service. There is, however, no penalty for disregarding the rule, and the Brotherhood suggests and asked that when firemen are required by the Company to take runs in excess of their monthly quota they be paid at time and one-half. The Brotherhood also asks that when the firemen are sent by the Company order from the main terminal to some auxiliary station they be paid at deadhead mileage rates. There is merit on both these proposals and they should form part of the negotiations which will take place on the withdrawal by the Company of its major proposal.

The Brotherhood presented a request for revision of the pension rules to define "allowable service" to include all time in service to which seniority is applicable. At the present, only those months are counted in which actual work is performed so that time lost on account of ill health, injury even in the Company's service, or temporary layoff due to economic conditions, do not count in making up the period necessary to entitlement. Evidence was given of employees whose connection with the Company is of many years' standing, but who because of layoffs during the depression still do not qualify for pension benefits. While this complaint merits consideration by the committee in charge of pension matters, the subject is clearly beyond the limits of the within reference.

All of which is respectfully submitted, this 14th day of December, 1956.

(Sgd.) A. W. ROEBUCK,  
Member.

## Report of Board in Dispute between Shawinigan Falls Radio Broadcasting Company Limited and St. Maurice Radio Employees' Union

(Translation)

To the Hon. Minister of Labour:

The Board of Conciliation and Investigation set up by you begs to submit its report.

1. In carrying out its mandate, it proceeded to investigate this dispute and heard the parties concerned in an attempt to bring them to an agreement.

2. In view of the facts disclosed at the inquiry and the attitude of the parties, we are obliged to report that, in spite of our endeavours, it has been impossible for us to bring the parties to an agreement.

Shawinigan Falls, November 3, 1956.

(Sgd.) H. JULES BIRON,  
Chairman.

(Sgd.) LÉON LAMOTHE,  
Member.

(Sgd.) JEAN MARIE BUREAU,  
Member.

During December, the Minister of Labour received the unanimous report of the Board of Conciliation established to deal with a dispute between the St. Maurice Radio Employees' Union and Shawinigan Falls Radio Broadcasting Company Limited.

The Board was under the chairmanship of Henri Jules Biron, Three Rivers, who was appointed by the Minister on joint recommendation of the other two members, Jean Marie Bureau, CR, Three Rivers, and Léon Lamothe, Shawinigan Falls, nominees of the company and union respectively.

The text of the report is reproduced here.

# COLLECTIVE AGREEMENTS

## Collective Agreement Act, Quebec

Under the Collective Agreement Act, Quebec, Orders in Council during November and December made binding a number of changes in minimum wage rates, hours, overtime and paid holidays.

In longshore work (inland and coastal navigation) at Montreal, minimum hourly rates for freight handlers were increased from \$1.43 to \$1.55 per hour for work between 7 a.m. and 7 p.m., and from \$1.68 to \$1.85 per hour between 7 p.m. and 7 a.m.

In the construction industry at Hull, a new schedule of minimum rates replaced the previous complete schedule gazetted in 1954. The new schedule provided a wide variety of wage increases for certain classifications ranging from 5 cents per hour for blacksmiths to 82 cents per hour for tinsmith-roofers in Zone I; in Zone II, increases ranged from 5 cents per hour for ornamental iron erectors to 65 cents per hour for tinsmith-roofers (asbestos, slate, etc.). Minimum hourly rates of certain other classifications were unchanged, including the rate of \$1.10 per hour for labourers in Zone I; in Zone II, the labourer's rate was increased from 85 cents to \$1 per hour.

In the construction industry in the counties of Terrebonne and Labelle, the minimum rate for journeymen electrician in the county of Labelle was increased from \$1.20 to \$1.35 per hour; in the county of Terrebonne, the rate for this trade remained unchanged at \$1.35 per hour.

In the construction industry at Montreal, the minimum rates for elevator construction mechanics and helpers were increased from \$2.31 to \$2.41 per hour and from \$1.62 to \$1.69 per hour, respectively.

In the furniture industry throughout the province, minimum hourly rates were increased by 5 cents per hour. The minimum

average hourly rates in Zones I, II and III were increased by 8 cents, making the new minimum average rates \$1.03, 93 and 81 cents per hour, respectively.

In longshore work at Sorel, minimum hourly rates were increased by 7 cents per hour for day work and by 10½ cents per hour for night work. New minimum rates for longshoremen on day work now range from \$1.55 to \$1.65 per hour; \$1.75 to \$1.92 for handling premium cargoes.

In the men's and boys' clothing industry in the province, minimum wage rates for workers engaged in the manufacture of children's clothing were increased by from 7½ to 15 cents per hour. Weekly hours in Zones II and III were reduced by four hours, establishing a regular work week of 40 hours in the three zones; overtime at time and one-half computed on a daily basis, double time (previously time and one-half) for work on paid holidays. Paid holidays were increased from five to six. However, workers engaged in the manufacture of children's clothing shall be paid for Labour Day and Christmas Day only.

Cost-of-living bonus provisions in this industry were amended as follows: subject to certain exceptions (employer contribution to social security plans, etc.) the previous amount of the general cost-of-living bonus was increased from 35 to 45 cents per hour; odd pants from 24½ to 32 cents per hour and class "B" garment manufacturing from 23½ to 31 cents per hour. Employers engaged in the production of children's clothing will continue to pay 17½ cents per hour as previously. Other changes affected the provisions governing composite rates and bonuses, incorporation of the cost-of-living bonus into the regular rates within the next six months, as well as increased rates for workers engaged in manufacturing military uniforms.

## Industrial Standards Acts, Ontario and Saskatchewan

During November and December, four new schedules were made binding under the Industrial Standards Acts, three in Ontario and one in Saskatchewan.

In Ontario, minimum wage rates for electricians at Ottawa were increased from

the 1953 rate of \$1.95 to the new rate of \$2.22 per hour. A further increase of 10 cents per hour shall become effective May 1, 1957. Higher rates were also provided for night work. Weekly hours

*(Continued on page 219)*

# Legal Decisions Affecting Labour

Nova Scotia court holds check-off required by collective agreement not revocable. Ontario Fair Accommodation Practices Act found valid

In a case concerning a workman's compensation claim under the individual liability statute in Saskatchewan, the appeal court held that the district court had jurisdiction to determine the claim and referred the case back to it. The district court had held that the action was one to set aside a settlement agreement, and beyond its jurisdiction.

The claim of a group of employees of the Dominion Coal Co. Ltd. in Nova Scotia that the company had deducted union dues from them without authority was dismissed by the Nova Scotia Supreme Court.

The validity of the Ontario Fair Accommodation Practices Act was upheld in an appeal in the county court from a conviction under the Act, and the appeal was dismissed.

### Saskatchewan Court of Appeal...

... holds that trial court erred in not assuming jurisdiction in a workmen's compensation case

The Saskatchewan Court of Appeal on November 27, 1956, reversing a decision of the District Court, referred a workman's compensation case back to the trial court to be dealt with on its merits and held that the Court had erred in finding that it lacked jurisdiction to pass upon the validity of an agreement of settlement between an employer and workman under the Workmen's Compensation Act. The Workmen's Compensation Act referred to is the individual liability statute which at the time of the accident covered certain groups of railway employees.

The case concerned a trainman injured in the course of his duties on July 31, 1950. After being given medical attention, he returned to work but was unable to carry on his duties. He then consulted the company's medical clinic but was told that he had no physical disability and should return to work, which he did on October 22. At this point, relying on the report of the clinic, the plaintiff entered

into an agreement with the defendant settling all claims arising out of the accident, including compensation. He continued to work for the company until December 23, 1950 when, on consulting a Saskatoon doctor, he was informed that he was suffering from a definite fracture of the pedicle of the spine.

On April 9, 1952, the plaintiff brought action in the District Court to set aside the settlement and asked for compensation to the limit then allowed by the Workmen's Compensation Act, namely \$3,000. The Court held that the signing of the agreement was a complete bar to an action under the Workmen's Compensation Act until the settlement agreement was set aside and that it lacked jurisdiction to set aside the agreement (L.G. 1953, p. 1044). On April 20, 1953, the plaintiff launched a motion for review of the judgment and on March 7, 1956, the District Judge concluded that his prior judgment was correct. The plaintiff thereupon appealed from the judgment to the Court of Appeal.

Mr. Justice Gordon, who heard the appeal, agreed with the District Court judge that that Court has only such jurisdiction as is set out in statutes. It is quite clear that if the action were brought merely to set aside the settlement agreement the District Court would have no jurisdiction. However, it is expressly stated in the Workmen's Compensation Act that compensation may be recovered by action in the District Court.

His Lordship was of the opinion that the action was primarily to recover compensation under the Workmen's Compensation Act. The question of the

This section, prepared by the Legislation Branch, reviews labour laws as they are enacted by Parliament and the provincial legislatures, regulations under these laws, and selected court decisions affecting labour.

release was a matter of defence to the action, and he could see no difference between consideration of such a release under the circumstances and one obtained by fraud or signed by someone who had no authority to do so. He said that in the last two cases there would be no question as to the authority of the District Court to pass upon the validity of such a release. Being of the opinion that the District Court Judge should have disposed of the matter on its merits, his Lordship therefore allowed the appeal with costs and referred the matter back to the trial judge. *Hurman v. Canadian National Railway Company* (1956), 20 WWR 226.

### Supreme Court of Nova Scotia . . .

. . . rules union membership and check-off stipulated in collective agreement not subject to revocation

On August 22, 1956, the Supreme Court of Nova Scotia dismissed the claim of certain employees of the Dominion Coal Co. Ltd. who were seeking to recover sums deducted by the Company from their wages during a 13-week period as union dues. The Court held that a union security clause in a collective agreement providing for maintenance of union membership and deduction of members' dues from wages was a voluntary waiver of the right to cease to be a member of the union and to revoke a dues check-off authorization during the life and statutory extension of the collective agreement.

The facts of the case were related by Mr. Justice MacDonald in his reasons for judgment.

A collective agreement, effective from February 1, 1953, until January 31, 1955, was concluded between Dominion Coal Co. Ltd. and District 26 of the United Mine Workers of America. The agreement contained provisions whereby, *inter alia* (1) the employer agreed to check off all dues from all members of the union party to the agreement (Clause 20); (2) every employee who was a union member at the effective date of the beginning of the agreement or who became a member during its currency was obliged to maintain his membership and to submit to deduction of union dues during the life of the agreement (Clause 28); and (3) the agreement being effective from February 1, 1953, until January 31, 1955, was to be automatically prolonged from year to year thereafter unless notification to reopen the agreement was served by either of the parties not later than October 1 (Clause 29).

The agreement was automatically renewed and continued in force until January 31, 1956. Notification to reopen the agreement was given by District 26 before October 1, 1955, pursuant to Clause 29. Following upon this notification the company and District 26 entered into negotiations for the conclusion of a new or revised agreement, in October or November, 1955. These negotiations being inconclusive, the matter was referred to a conciliation board, which filed its report with the Minister on May 4, 1956, recommending a renewal of the agreement on the same terms for another year (*i.e.*, ending January 31, 1957).

In May 1956, the Executive Board of District 26 recommended to the members the acceptance of the board's report, but on a referendum vote required by the union constitution, which took place on June 19, 1956, the members rejected the advice.

Pending conclusion of a new agreement the union and employer agreed on a series of short-term extensions of the agreement designed to preserve the *status quo*. First of these extensions was signed a week before the expiry date of the agreement of 1953 (January 31, 1956) by the Company and by the President of District 26. The memorandum of agreement read as follows:

Direct negotiations between representatives of the Dominion Coal Company Limited... and the Executive Board of the United Mine Workers of America District No. 26, which have been carried on since November 8, 1955, for the purpose of reaching a new collective agreement, have so far failed to do so. In order that an opportunity may be given for reaching an agreement the parties to the present collective agreements hereby agree to extend these agreements, which would normally expire on January 31, 1956, for a period of two months, that is, until March 31, 1956.

On March 24 and April 24 identical documents purporting to extend the agreements until April 30 and June 30, 1956, respectively, were signed. There was a fourth memorandum in the same terms signed about June 25 to extend the agreement to September 30, 1956.

In the summer of 1955 about 300 members of Local 4522 of District 26 of the United Mine Workers of America employed as surface workers in the machine shop and related departments became dissatisfied with the ability of the union to promote their interests and organized an independent union, Central Auxiliary Workers Union, in the fall of 1955. On November 29, 1955, they filed with the company "off-set cards" bearing various dates in

October and purporting to revoke the authority previously given the company to deduct dues in respect of District 26. In January 1956, the new union applied to the Labour Relations Board for certification as bargaining agent for the employees in the machine shop and related departments. This application, contested by the Company and District 26, the Board rejected in February 1956, on the ground that this unit of employees was not an appropriate unit. On January 26, 1956, the members of the new union filed with the company new check-off cards in which they requested and accepted membership in the new union and authorized the Company to deduct from their earnings all dues or assessments to be determined by that union, and pay same to it. The Company continued to check off union dues to District 26 up to the date of the trial.

On May 11, 1956, twelve members of the new union brought an action in the Supreme Court, each of the plaintiffs seeking to recover from the defendant company the sum of \$13 due him as wages in respect of the 13-week period of February 4 to May 5, 1956, inclusive, wrongfully deducted from his pay checks at the rate of \$1 in each week of that period, purportedly as an authorized check-off for District 26, United Mine Workers of America; or together for the recovery of \$156 wrongfully deducted and withheld notwithstanding demand therefor. Also the plaintiffs sought an injunction restraining the Company from making similar deductions in the future.

The plaintiffs contended that (1) on or about November 29, 1955, they revoked individually the authority previously given to the Company to check off weekly their respective dues to District 26; (2) they ceased to be members of Local 4522 of that organization before the period in respect of which the deductions in question were made; (3) that the collective agreement in question expired on January 31, 1956, and thus ceased to justify the deductions; and that the purported extensions of that agreement are invalid.

The general position taken by the Company and by District 26 was that the deductions were authorized long before the period in question by each of the plaintiffs personally; and were required to be made by the terms of a collective agreement made between the Company and District 26 as a bargaining agent and binding upon the plaintiffs as members of Local 4522 during the period in question; and that pursuant to such authority and duty to check off, the Company would

continue to make similar deductions, and to pay same to District 26, so long as the collective agreement remains in effect.

According to Mr. Justice MacDonald, the primary question was whether or not there was in force at the period of the contested deductions (February 4 to May 5, 1956) a collective agreement between the Company and District 26 under which the Company was justified in making such deductions; and whether the authority given by the plaintiffs individually to make such deductions could be, and had been, withdrawn effectively.

He considered first the terms of the collective agreement regarding union security and duration of agreement and provision for renewal (Clauses 20, 26, 28, 29). As the plaintiffs were members of Local 4522 of District 26 at the inception of the agreement or became such prior to January 31, 1956, the court reached the conclusion that the maintenance of membership provisions (Clause 28) compelled the plaintiffs to continue as members of the Local and to permit the deduction of union dues, during the life of the agreement.

There is no doubt but that the agreement, being properly executed by officers of District 26 after its approval by a majority of its members as required by its constitution, became binding upon the plaintiffs. By force of s. 18(2) of the Trade Union Act, R.S.N.S. 1954, c. 295, these members, as well as the union and the company became bound under statutory penalty to comply with the agreement and particularly with Clauses 20 and 28.

In Mr. Justice MacDonald's opinion Clause 28 restricts the right of workers to leave the union and compels deductions of their dues as members of the union.

In so far as Clause 28 was made by their authorized agents under the constitution of District 26 the provision as to maintenance of membership may be regarded as a voluntary waiver of the ordinary rights of the plaintiffs to cease to be members; and inasmuch as it became binding on them by force of the Trade Union Act it may be regarded as a compulsory suspension or abandonment of such rights. In so far as Clause 28 refers to the deduction of union dues it must be taken as validly suspending during the life of the agreement the statutory right under s. 67 to revoke a previous authority to deduct union dues; for having, in effect, become bound by the agreement to permit such deductions, the plaintiffs by force of s. 18 must refrain from exercising any inconsistent rights to terminate such deductions... In effect, therefore, *during the life of the agreement* the plaintiffs could not by unilateral action escape from membership or the deduction of union dues.

The next question to answer was what is actually meant by the expression "during the life of the agreement". On its face the

agreement proper ceased to be effective on January 31, 1956, because of the action of District 26 in giving notification to reopen it. During the negotiations for a new agreement short-term extensions of the agreement were signed. The first three extensions concluded by the end of January, on March 24 and April 24, 1956, purported to extend the agreement until March 31, April 30 and June 30, 1956, respectively. They were signed by the President of District 26 on dates between sessions of the District Executive Board; and in reliance on Article 8 of the District constitution which reads in part:

Between sessions of the District Executive Board he (the President) shall have full power to direct the workings of the District organization and shall report his acts to the District Executive Board for its approval.

These extensions were so reported by him and approved.

It should be noted that the period of deductions presently in dispute was from February 4 to May 5, 1956, and fell partly within each of these extensions.

The fourth extension signed about June 25, 1956, purported to extend the agreement to September 30, 1956. It was made with the antecedent authority of the District Executive Board. Though not relating to the period of the contested deductions it has relevance to the claim for injunction.

The Trade Union Act provides for the duration of collective agreements for a term of at least one year; and that any provision relating to the term of an agreement shall not be capable of revision during the life of the agreement. Taking into account the provisions of the Act and Clause 29 of the agreement, the latter would have expired on January 31, 1956, unless kept alive by the so-called extensions or by the Act.

The plaintiffs allege that during a period of 13 weeks (from February 4 to May 5, 1956) after the expressed date of expiry of the agreement (January 31, 1956) they continued involuntarily in the status of members of a union they sought to leave; and continued to suffer weekly deductions for dues to the former union, notwithstanding withdrawal of their previous authority to the Company to make such deductions.

One contention is that the plaintiffs did so continue because the term of the agreement has been "extended" by the parties to that agreement—or specifically by District 26 acting as bargaining agent for the

plaintiffs. This involves the question whether it was within the power of the President with or without the approval of the District Executive Board—to bind the members by such an extension.

Regarding this power of the President of the District Executive Board, Mr. Justice MacDonald continued, reliance was placed on his interim authority "to direct the workings of the District organization". Whatever the extent of such authority may be it is clearly subordinate to the peremptory prohibitions contained in Article 19 of the District constitution, which reads: "All general agreements shall be voted upon by the members who are parties to such general agreements and no general agreements shall be signed by the District Officers unless a majority of those voting approve of same."

In Mr. Justice MacDonald's opinion, under Article 19 it was clearly beyond the President's power to sign a new agreement in the terms of the agreement of 1953. Article 19 would preclude the execution of such a general agreement by the District even for one year, without its endorsement by a majority vote of the members affected. Actually the recommendation of the Executive Board of District 26 to renew the 1953 agreement for another year (*i.e.*, ending January 31, 1957) was defeated in a referendum vote which took place on June 19, 1956. Yet in fact the agreement of 1953 has been carried beyond the expiry date of January 31, 1956, by four so-called extensions for periods of two, one, two and three months respectively, or a total of eight months beyond that date. According to Mr. Justice MacDonald these extensions were, in effect, the unauthorized execution of a new general agreement for eight months. They were in effect collective agreements whose terms, except as to duration, are to be found in the agreement of 1953. As they were entered into without the authority of the membership as required by the District constitution, they could not bind the plaintiffs. Accordingly Clauses 20 and 28 (check-off and maintenance of membership) of the agreement of 1953 ceased to apply to the plaintiffs on January 31, 1956, either to require continuation of their membership in the UMW or to require deduction of dues from their wages in respect of membership dues to that organization.

However, Section 15 of the Trade Union Act provides, in part:

15(b) If a renewal or revision of the agreement or a new collective agreement has not been concluded before expiry of the

term of, or termination of the agreement, *the employer shall not* without consent by or on behalf of the employees affected, decrease rates of wages, or *alter any other term or condition of employment* in effect immediately prior to such expiry or termination provided for in the agreement until a renewal or revision of the agreement or a new collective agreement has been concluded or a conciliation board, appointed to endeavour to bring about agreement, *has reported* to the Minister and *seven days have elapsed* after the report has been received by the Minister, whichever is earlier.

This, in. Mr. Justice MacDonald's opinion, provides for a period beyond the normal expiration of the existing agreement during which the employer cannot "decrease rates of wages, or *alter any other term or condition of employment*" until after a conciliation board has reported to the Minister and seven days have elapsed after its receipt. In this case the report was received on May 4, 1956, so the freezing period would expire on May 11. The check-off provisions of Clause 20 and 28 undoubtedly were such "terms and conditions of employment" (cf. *Price Bros. & Co. v. Letarte* (1953), Que. QB 307, L.G. 1953, p. 895; and *London Passenger Transport Bd. v. Moscrop* (1942), AC 332 at pp. 341, 347); and as such could not have been altered by the Company until May 11, 1956.

Accordingly, though the provisions of the collective agreement ceased of effect as a consensual matter on January 31, 1956, they continued to apply until May 11 by force of the statute. During this supplementary period the Company remained bound to check off dues as before. It was during this period of statutory "freezing" that the deductions complained of were made. The Company, therefore, was both justified and bound by the Act to make such deductions.

Once the term of expiry of the collective agreement has been settled, Mr. Justice MacDonald discussed the matter of cancellation of individual check-off authorizations given by the plaintiffs.

By Section 67 of the Trade Union Act individual check-off authorizations are revocable. In November 29, 1955, the plaintiffs (*inter alia*) filed "off-set" cards purporting to revoke the authority previously given the Company by them to deduct and pay UMW Local 4522 union dues. However, being delivered during the life of the agreement of 1953, these cards were ineffective as contrary to Clause 28. Though the off-set cards were delivered prematurely they did not become void thereby, but would come into effect as soon as the impediment of Clause 28

ceased to operate, on February 1, 1956. Clause 28 of the agreement was a legal impediment by which the plaintiffs had waived their statutory right to revoke the check-off authorizations during the life of the agreement. That consensual waiver was succeeded, later, by a statutory waiver; for the effect of Section 15 of the Trade Union Act was to require the Company to continue the previous practice as to check-off of union dues until May 11, 1956. By force of Section 15 of the statute the right to revoke individual authorizations was suspended also during this freezing period of statutory extension of the agreement which lasted from February 1 until May 11, 1956.

Accordingly, the judgment of the Court was that the deductions in question were properly made during the period between January 31, 1956 (when the agreement as such expired) and May 11, when the term of statutory extension expired. Therefore the claim to recover \$156 was dismissed with costs.

Further the Court held that as and from May 12, 1956, the Company ceased to have any duty or authority to continue to deduct from the wages of the plaintiffs any sums in respect of union dues; and that any deductions so made, before trial or since, were illegally made and must be returned to the plaintiffs, who are also entitled to an injunction restraining the Company from making similar deductions in the future. *McKinnon et al v. Dominion Coal Co. Ltd. et al.*, 5 DLR (2d) 481.

## Ontario County Court . . .

. . . rules province's Fair Accommodation Practices Act to be *intra vires* of the Ontario Legislature

A judge of the Ontario County Court, on May 23, 1956, dismissed the appeal of a restaurant owner from a conviction in magistrate's court for violation of the Ontario Fair Accommodation Practices Act, 1954. The contention of the appellant that the Act was outside the powers of the Ontario Legislature was not upheld.

Judge Lang, in oral reasons for decision, stated that the charges were that the restaurant owner on a certain day in November 1955 unlawfully denied to two negroes because of their colour services available in his restaurant, a place to which the public is customarily admitted, contrary to the Fair Accommodation Practices Act, 1954.

After considering the evidence Judge Lang found that the restaurant owner by his conduct did deny the services of his

restaurant to the two negroes. Service was withheld from them while on the same occasion all the white people who came into the restaurant were served. It was not necessary, in order to break the law, that the waitress or restaurant owner say, "I refuse to serve you food." The actions in this case speak just as loudly as words. He noted that the waitress involved would also appear to be guilty of the offence, but she was not charged.

Judge Lang next considered the contention of the appellant that the Fair Accommodation Practices Act, 1954, is *ultra vires* of the Ontario Legislature. Under Section 92 of the BNA Act the Legislatures in the provinces have the right to legislate on certain matters, among them being property and civil rights within the province. Counsel for the appellant alleged that the Fair Accommodation Practices Act does not come under the property and civil rights clause.

In Judge Lang's opinion the purpose of the Act is to ensure that accommodation and services in places of business in Ontario shall be available to anyone, without regard to race, creed, colour, nationality, ancestry or place of origin. The Act is not intended to be a declaration of human rights or a statute of human liberties. It is limited to one aspect of human rights only, namely, the right of all people in Ontario to service and accommodation in places of business in Ontario, which are there customarily available. The Act is therefore legislation under the head of property and civil rights within the province.

Further, counsel for the appellant alleged that the Act in question is really criminal legislation and as such is within the exclusive jurisdiction of the Parliament of Canada.

In rejecting this argument Judge Lang pointed out that as the Parliament of Canada has not yet legislated on this matter either under the head of "criminal law" or under its power to legislate for "the Peace, Order and good Government of Canada", there is no question of conflicting legislation. Besides, the mere fact that the legislation creates a prohibition does not bring it within the category of criminal law; provincial legislatures have the right to impose punishment by fine or imprisonment for breaches of laws which they have the right to enact (Section 92(15) of the BNA Act). Neither did the judge accept the argument that the Act in question is *ultra vires* of the province

as being apparently designed for "the promotion of public order, safety or morals" and as such creating a new kind of crime. In his opinion the Act has nothing to do with public morals, but it is rather an Act which creates a new civil right.

In considering this Act I am reminded of another one in the Province of Ontario which in many respects is somewhat similar to it, and that is the Labour Relations Act, R.S.O. 1950, c. 194. That Act has clauses in it somewhat similar to this—for example, the one which provides that there shall be no discrimination by an employer against an employee by reason of his membership in a trade union. It provides a prohibition against an employee going on strike or an employer conducting a lockout during the term of a collective bargaining agreement. It is rather interesting too, in this connection, that there is Dominion legislation under the Cr. Code, 1953-54 (Can.) c. 51, dealing with violence and strikes and prohibiting anything beyond peaceful picketing during strikes, and defining what peaceful picketing is. So then, as regards that Act, we have two statutes running along together, one of them prohibiting violence and so on, during strikes, and the other setting forth legislation regarding civil rights. The Labour Relations Act is one which is constantly before the Courts in some form or other and I do not think its constitutional validity has yet been seriously questioned.

It may well be that the Parliament of Canada, under the head of "Peace, Order and good Government" could pass valid legislation along the same lines, as it has done in the case of the Canada Temperance Act, now R.S.C. 1952, c. 30, but it has not done so so far as the matter before us is concerned, and therefore we are not at the present time concerned with any conflict which there might be in legislation. I cannot see that this Act comes within the domain of what may be considered "criminal law" or "public law".

Lastly, counsel for the appellant contended that because of the inclusion of the word "creed" in Section 2, the Act legislates on the matter of religious freedom or the right of religious worship. He argued that religious freedom is not a civil right and consequently such legislation is within the jurisdiction of the Parliament of Canada. The Judge, however, did not see any relevancy between the Act and religious freedom, as the Act neither enlarges, confirms nor restricts religious liberty or the right to worship as one chooses.

In conclusion Judge Lang ruled that the Fair Accommodation Practices Act is on all grounds *intra vires* of the Ontario Legislature; he found the accused guilty of the offence as charged, and he dismissed the appeal. *Regina ex Rel. Nutland v. McKay*, Kent County Court, 5 DLR (2d) 403.

# Recent Regulations under Provincial Legislation

**New minimum wage orders issued in British Columbia and Nova Scotia;  
workmen's compensation coverage extended in Alberta and Ontario**

A new minimum wage order for office workers issued by the British Columbia Board of Industrial Relations extends coverage to male employees and provides for a minimum wage of 75 cents an hour. A second order increased the minimum wage of first-aid attendants from 75 cents to \$1.25 an hour. The Nova Scotia Minimum Wage Board revised the overtime pay requirement so as to make it compulsory to pay the overtime rate after 48 hours in a week or after the regular working hours, if less than 48, to all female employees in the cities and incorporated towns except domestic servants, and except beauty parlour employees, who are covered by a special order. That order has been amended to set rates for the first six months of training.

In Ontario, the ladies' dress and sportswear industry was designated an industry under the Industrial Standards Act and was also declared to be an interprovincially competitive industry.

In Alberta, the operation of a hospital was added to the schedule listing the industries covered by the Workmen's Compensation Act. Several industries listed in the schedule of the Ontario Workmen's Compensation Act were redefined to include selling or distribution.

The trade of millwright was designated a trade under the Alberta Apprenticeship Act.

Other regulations deal with examination of chauffeurs in Saskatchewan, the licensing of television repair operators in Prince Edward Island and hours of work of pipeline construction workers in British Columbia.

## Alberta Apprenticeship Act

The trade of millwright was designated a trade under the Alberta Apprenticeship Act by an order authorized by O.C. 1661/56 and gazetted on December 15. As a result of the new order, a person eligible for apprenticeship may not be employed in the trade without entering into an apprenticeship contract or receiving the permission of the Apprenticeship Board.

Alberta thus becomes the first province to make apprenticeship compulsory in this trade. In New Brunswick, however, where the trades are not designated as in other provinces, the trade of millwright has been

declared a trade "appropriate for apprenticeship" by the Provincial Apprenticeship Committee.

## Alberta Workmen's Compensation Act

In an order effective January 1, 1957, and gazetted on December 15, the Alberta Workmen's Compensation Board declared that Schedule I of the Workmen's Compensation Act, which contains the list of industries covered by the Act, has been amended to include the operation of hospitals except that part of the operation which consists of work performed by the following: special nurses, persons supplying or operating equipment such as tractors, trucks and bulldozers who, but for Section 61 of the Act, would normally be classed as employers, and members of the College of Physicians and Surgeons or members of the governing board of the hospital who are not engaged exclusively with and in full time employment in the hospital.

The order was made under authority of Section 13 of the Act which allows the Board to make such additions or deletions to the Schedule as it considers proper.

## British Columbia Hours of Work Act

By Regulation No. 42 (1957), gazetted on December 27, the British Columbia Board of Industrial Relations has exempted the pipeline construction industry from the operation of the Hours of Work Act from January 1, 1957, to and including December 31, 1957, with the result that persons employed in this industry may work longer than eight hours a day and 44 hours a week during this period. For purposes of this regulation, the "pipeline construction industry" means all operations in or incidental to the construction of any line of pipe used for transmitting or transporting gas, oil or petroleum, as well as the preparation for or laying the foundations of any such construction, but does not include the installation of mains and service-lines in, to, or from industrial plants or other buildings.

A similar exemption was granted last year for the period April 2 to December 31 (L.G. May, p. 550).

## British Columbia Male and Female Minimum Wage Acts

### Office Workers

A new minimum wage order which provides for a minimum wage of 75 cents an

hour for experienced office workers, including telephone and telegraph switchboard operators, was gazetted December 27. The new order, Male and Female Minimum Wage Order No. 34 (1956), was made on December 11 following a hearing by the Board of Industrial Relations and went into effect on February 4, 1957, rescinding Order No. 79 (1945) (L.G. 1945, p. 767) which applied to female switchboard operators and Order No. 34 (1948) (L.G. 1948, p. 1135) which covered women employees in other office occupations.

The application of the new order differs from the orders it replaces in several respects. Firstly, it has a wider coverage not only because it applies to male office workers, but also because it also covers accountants who were excluded under the former order for office workers. In other respects, however, the coverage is the same, the order applying to all kinds of clerical work and to the work of operators of switchboards and other mechanical appliances used in connection with telephony and telegraphy, as well as to the work of stenographers, bookkeepers, typists, clerks, cashiers, checkers, invoicers, comptometer operators, auditors and attendants in physicians' and dentists' offices and in other offices. It does not apply to persons acting in a supervisory or managerial capacity.

A second change is that the definition of learner has been modified to the extent that it now applies only to an employee with less than two months' experience in the occupation for which he was engaged for whose employment the Board has issued a permit in writing. Under Order No. 34 (1948), the learning period for office workers was four months; under Order No. 79 (1945), an employee had to work over six months before she was entitled to be paid at the rate of \$3.36 per day, the highest rate in the salary range for switchboard operators.

Thirdly, the new order differs from the two previous orders in that it does not distinguish between full-time and part-time employees. The 75-cent rate applies regardless of the length of the employee's work-day, except in the exceptional cases described below. Order No. 79 (1945), on the other hand, provided that the wages of part-time switchboard operators would be pro-rated, and Order No. 34 (1948) set weekly rates (\$18 in the case of experienced workers) for office employees who worked 36 hours or more a week and hourly rates (50 cents for persons with experience) for those who normally worked less than 36 hours a week.

As under the former order for office workers, hours are not to exceed eight in the day and 44 in the week except during unusual circumstances when the Board has issued a permit to extend hours. This applies the 44-hour weekly limit to switchboard operators for whom the weekly limit under the former order was 48 hours or 56 hours in emergencies. As before, the Board may approve an arrangement permitting an operator residing on the employer's premises to take emergency calls between the hours of 10 p.m. and 8 a.m.

Like most minimum wage orders, the new order permits some variation of the minimum wage. The 75-cent rate does not apply in the case of apprentices, and handicapped or part-time employees for whom the Board has issued a permit to work for less than the minimum wage, the Order providing that these persons must be paid at the rate specified in the permit. Lower rates, 55 cents an hour during the first month of employment and 65 cents an hour the second, are payable to learners with permits. In the absence of a permit, however, the full minimum rate applies.

The Order also requires one and one-half the regular rate to be paid for all hours worked in excess of eight in the day and 44 in the week where the hours worked do not exceed eight in any one day, subject to some exceptions. Employees who by custom or arrangement work fewer than eight hours on some days and more than eight on others and persons whose hours are averaged over a fixed period are not eligible for the overtime rate until they have completed the hours agreed upon. The same is true of employees whom the Board has granted special permission to work beyond the prescribed limits. The overtime provision may also be varied in the case of an undertaking which, because of the nature of the work, has been removed from the operation of the Hours of Work Act, or an occupation which has been exempted by a regulation under the Act.

The Order has a daily guarantee provision which, while similar to that contained in other minimum wage orders issued within the past year, differs from that provided under the two former orders. This provision requires an employee who reports for work on the call of an employer to be paid a minimum of two hours' pay at the regular rate unless his condition is such that he is not competent to perform his duties or he has failed to comply with the Accident-prevention Regulations of the Workmen's Compensation Board. An

employee who commences work in response to a call is to receive a minimum of four hours' pay except where his work is suspended because of inclement weather or other reasons completely beyond the control of the employer. School students reporting for work on school days on the call of an employer are guaranteed a minimum of two hours' pay. The daily guarantee provision in the former order for office workers was not subject to the qualifications described above but could be varied by the Board in the case of part-time employees. Order No. 79 provided that every operator required to report for work was to be paid not less than 3 hours' pay at the regular rate.

Employers are required to allow their employees 32 consecutive hours of rest weekly except in special cases where the Board has approved a different arrangement following a joint application by employers and employees. This provision is not only significant for male employees who, not being covered by a minimum wage order, were not previously guaranteed a weekly rest, but also represents a change for female switchboard operators for whom a weekly rest of only 24 hours had been provided under the former order.

The new order also includes a provision requiring split shifts to be confined to a 12-hour period immediately following commencement of work, as well as the usual provisions respecting semi-monthly pay, posting of orders and schedules and the keeping of records.

#### *First-Aid Attendants*

A new minimum wage order for first-aid attendants, Male and Female Minimum Wage Order No. 39 (1956), effective February 4, 1957, was issued by the Board of Industrial Relations, replacing Order No. 39 (1948) (L.G. 1948, p. 1136). The new order sets a minimum rate of \$1.25 an hour.

The Order defines the term "first-aid attendant" to mean every employee employed in whole or in part as a first-aid attendant who is in possession of an industrial first-aid certificate in good standing and is designated by his employer as the first-aid attendant pursuant to the provisions of the Workmen's Compensation Act.

The Order applies to every first-aid attendant and his employer, except first-aid attendants who are exempt from the hours of work provisions of the Hours of Work Act as being employed in a supervisory, managerial or confidential capacity.

The minimum wage for first-aid attendants has been raised from 75 cents

to \$1.25 an hour. Exceptions are made where part of the time of a first-aid attendant is spent at other work for which a higher minimum rate is fixed, in which case the higher rate must be paid; and in the case of employees classified by the Board of Industrial Relations as handicapped, or as part-time employees or as apprentices for whose employment the Board has issued permits to work for less than the minimum wage, and who are to be paid the rate specified in the permit.

Subject to the exceptions provided under the Hours of Work Act and described above in relation to office workers, the hours of work of any first-aid attendant are not to exceed eight in the day and 44 in the week. Overtime pay of time and one-half the regular rate must be paid for all hours worked in excess of eight in the day and for all hours worked in excess of 44 in the week where the hours worked do not exceed eight in any one day. The overtime rate of pay does not apply to first-aid attendants while employed as emergency fire-fighters and fire wardens, nor in the exceptional cases described above in connection with the office workers' order.

A first-aid attendant is to receive regular rate of pay and his actual expenses and transportation costs when attending a patient on his way to the office of a medical practitioner, hospital, or other destination.

There are also the usual provisions regarding daily guarantee, semi-monthly pay, posting of orders and keeping of records.

#### **Nova Scotia Women's Minimum Wage Act**

##### *General Order*

An order of the Nova Scotia Minimum Wage Board extending the application of the overtime provision contained in the Minimum Wage Order of August 18, 1951 to female employees whose normal rate is above the minimum wage fixed by the Board was approved by the Lieutenant-Governor on December 18 and gazetted on January 2. As a result, all female employees except domestic servants in any of the cities or incorporated towns, and employees subject to the special order for beauty parlours, must now be paid one and one-half the regular rate for all hours worked in excess of 48 or of the usual number of hours worked in a week, if they are less than 48. Previously, this overtime provision applied only to employees who were paid at the rate specified in the Order.

##### *Beauty Parlour Employees*

A second order approved by the Lieutenant Governor on December 18 and

gazetted on January 2 amends the special minimum wage order for women employed in beauty parlours by providing minimum weekly rates for beauty operator students during the first six months of training, effective from January 12, 1957. The original order (L.G. 1955, p. 452) did not set a minimum wage for learners during the first six months of training.

The new weekly rates, \$6 during the first three months and \$9 during the second three months, apply in the three zones and are payable to all employees who are receiving instruction and training in hair-dressing, permanent waving, manicuring, and similar occupations and whose total period of instruction with one or more employers or in one or more schools has not exceeded 18 months.

The rates for the second and third six months of training are unchanged, the minimum weekly wage for the second six months being \$12 in Zone I, \$11 in Zone II and \$10 in Zone III and for the third six months \$14 in Zone I, \$13 in Zone II and \$12 in Zone III.

### **Ontario Industrial Standards Act**

The Ontario Minister of Labour in an order approved by O. Reg. 220/56 and gazetted on November 17 designated the ladies' dress and sports-wear industry as an industry under the Industrial Standards Act. As a result, representatives of employers or employees may petition the Minister to authorize an industrial standards officer to convene a conference of employers and employees with a view to having a schedule of wages and hours and days of labour adopted for the industry.

The same industry was also declared to be an interprovincially competitive industry by the Industry and Labour Board in an order authorized by O. Reg. 228/56 gazetted on November 24, with the result that employers and employees in this industry may be assessed to provide revenue for the enforcement of a schedule.

The following industries were previously designated as interprovincially competitive industries by the Board: the ladies' cloak and suit industry, the men's and boys' clothing industry, the men's and boys' hat and cap industry and the millinery industry.

### **Ontario Workmen's Compensation Act**

Amendments to the regulations under the Workmen's Compensation Act authorized by O. Reg. 240/56 were gazetted December 8, removing some operations connected with the retail trade from the list of industries excluded from the benefit section of the Act and making some

changes in Schedule I which contains the list of industries in which the employers are liable to contribute to the accident fund.

In line with the extension of coverage to the retail industry (L.G. Jan. 1957, p. 70) the following industries which were previously excluded when carried on in connection with a retail store are no longer exempted: boot-making, shoemaking and repairing boots and shoes, coffee-grinding, drug-manufacturing, harness-making and harness-repairing, meat-cutting, the business of an optician, paper-cutting, pipe-cutting, sausage-manufacturing, tin-smithing and watch-, clock-, and jewellery-making and repairing. An industry carried on as part of an exclusively retail business dealing in men's or women's clothing, white-wear, shirts or collars, corsets, hats or caps, and furs or robes is now covered also.

Some of the industries listed in Schedule I have been redefined to conform with this change in coverage. The industry of operating breweries, distilleries and brewers' warehouses now includes distribution and a new industry, the distribution of brewery or distillery products, has been added. The sale as well as the installation of furnaces, oil-burners and other heating appliances is now listed as well as the buying and selling of seed, feed, flour and grain.

Schedule I has also been amended by the addition of the following industries: operating a taxicab business, vacuum metalizing, operating spray paint shops, pipeline construction, test boring and earth sampling. Other new industries are: seed cleaning and the operation of hay baling machines, and the sale and installation of metal window-frames, screens, doors and awnings. Some other changes have been made within classes.

### **Prince Edward Island Electrical Inspection Act**

Several amendments to the regulations under the Prince Edward Island Electrical Inspection Act were approved by the Lieutenant-Governor in Council on December 20 and gazetted on December 29.

The definition of "electrical equipment" has been deleted and the general section has been altered to provide that all electrical installations used or offered for sale in the province must be "accepted" or "approved" as defined in the Canadian Electrical Code and that no person may dispose of any electrical installation which has not been "approved". This rule formerly applied to electrical equipment used in electrical installations.

The Chief Electrical Inspector is now authorized to appoint the four other

members of the board which will meet semi-annually to conduct examinations for a journeyman's licence. When the regulation approving the setting up of the board was made last October (L.G. Jan. 1957, p. 70) it merely stated the board was to consist of five members, including the Chief Electrical Inspector.

Another new provision requires persons wishing to be licensed as radio or television repair operators to pass an examination before the board. Previously only radio repair operators had to pass an examination in order to qualify for a licence.

### Saskatchewan Vehicles Act

New regulations made by the Saskatchewan Highway Traffic Board under authority of Section 8 of the Vehicles Act were gazetted December 14, replacing those issued in June 1951. Although some of the insurance requirements and tariffs have been revised, the provisions respecting chauffeur examinations, log books and safety standards are for the most part unchanged except for the addition of a new section on school buses.

Under the Act, the Highway Traffic Board may require an applicant for a licence to take a driver's examination as prescribed in the regulations. The examination requirements are the same as formerly, the new regulations prescribing written, physical aptitude and road tests for applicants who are required to take driver examinations. The passing mark on the written examination is 70 and the road tests must be sufficient to test the ability and skill of the applicant. The physical aptitude tests which are prescribed for all applicants except those in locations north of Township 65 must be sufficient to indicate the visual acuity, field of vision, colour identification and foot reaction time of the driver. An applicant who fails the written examination or the road tests may be given a learner's permit but is not eligible for re-examination until he has had sufficient time to become familiar with driving techniques.

Although the Board has authority to make regulations governing the hours of employment of drivers of public service and commercial vehicles, the regulations do not place any limitation on hours but they do require certain truck drivers to keep individual log books. As previously, there is a provision stating that every driver engaged in intra-provincial or extra-provincial transportation employed by a holder of a class "A", "E" or "R" certificate of registration (certain types of truck licences) or the holder himself, if he drives,

is required to keep a log showing place of origin and destination of each trip, and the dates and times of reporting for duty and of going off duty and periods of driving or operating and other work. The log is to be in the personal possession of the individual driver during his entire duty period and the entries are to be made by the driver himself at the time of going on or off duty.

For the purpose of this regulation, "drive or operate" includes all time spent on a moving vehicle and any interval not in excess of 10 minutes in which a driver is on duty but not on a moving vehicle. A driver is considered "on duty" from the time he begins to work or is required to be in readiness to work until he is relieved from work and all responsibility for performing work. Time spent sleeping or resting in a berth may not be counted when computing operating time or time on duty.

Among the safety requirements intended to protect both the public and drivers is a provision which prohibits the transportation of explosives except under special authority of the Board which may only be granted in accordance with federal Acts and regulations. Another provides that a transport tank for liquefied petroleum gas may not be used in transit unless the vehicle in which it is permanently mounted has been approved and authorized by the Board in accordance with the provisions of the Boiler and Pressure Vessel Act and regulations. Every motor vehicle carrying L.P. Gas must be clearly marked on each side and in the rear. A tank with a capacity of 500 gallons or more while being used to transport fuel petroleum products must be securely fastened to the vehicle upon which it is carried.

As previously indicated, there are special rules for school buses. A driver of a motor vehicle used to convey children to and from school must have a chauffeur's licence if the school board so directs and must also present himself for medical examination as directed by the school board. Drivers are also forbidden to smoke or be under the influence of liquor when transporting pupils.

Among the special safety measures is a provision which requires every motor vehicle used to transport children to and from school to be equipped with a fire extinguisher of a type approved by Underwriters' Laboratories which is to be located in the forward end of the vehicle easily accessible to the driver. A satisfactory first-aid kit is to be maintained in every school bus with a carrying capacity of 12 or more.

## Saskatchewan Oil and Gas Conservation Act

New regulations under the Saskatchewan Oil and Gas Conservation Act authorized by O.C. 2709/56 were gazetted on January

4, replacing those approved by O.C. 304/53 (L.G. 1953, p. 591). While some of the rules relating to drilling, development and production have been revised, the safety regulations were not substantially changed.

## 39<sup>th</sup> Annual Convention of the International Association of Governmental Labor Officials

Problems of industrial safety and health laws for the protection of women and children, minimum wages, migrant labour and mediation and conciliation were discussed at the 39th annual convention of the International Association of Governmental Labor Officials held at Miami Beach, Florida, from November 27-30, 1956. Labour Departments of 39 states, Alaska, Puerto Rico, nine Canadian provinces as well as the United States and Canadian federal Departments of Labour are members of the Association.

The Secretary of Labor of the United States, James P. Mitchell, at the opening session, addressing himself particularly to state representatives, urged them to improve their labour and social legislation. He reminded the delegates that it is the policy of the Administration to foster the initiative of the state governments but warned that unless the states do more, the federal government would be under pressure to step in and fill the breach with needed legislation. Mr. Mitchell named the fields in which state action was particularly needed: unemployment insurance, workmen's compensation, conciliation and mediation in intra-state industries, and industrial safety.

At the safety and health session, Ronald Turton, Assistant Chief Inspector of the Ontario Department of Labour, discussed the safety laws in effect in his province. In Canada, he pointed out, safety laws may be enacted at all levels of government, federal, provincial and municipal. He outlined the main safety provisions established by provincial law and the method of inspection. He mentioned the work of the Canadian Association of Administrators of Labour Legislation in connection with the development of a code for punch-press guarding and suggested that the IAGLO might be instrumental in working towards safety standards acceptable in both countries.

During the panel discussion on minimum wages, the Hon. Lyle Wicks, Minister of Labour of British Columbia, outlined the method of minimum wage fixing in his province. As a result of the discussion on minimum wages the conference passed a resolution urging that the model minimum wage bill adopted by the Association several years ago be reviewed in the light of development in the field since that time.

Among the speakers from other organizations was Dr. Henry David of Columbia University, Executive Director of the National Manpower Council, who told the session that the studies conducted by the Council led him to believe that labour laws for the protection of women did not limit the participation of women in the labour force to any great extent.

Lazelle Alway of the Field Service of the National Child Labour Committee, who acted as chairman of the panel on child labour laws, was concerned about the number of attacks on the laws coming from responsible persons and hoped that more interpretative material would be published to answer the charges. The conference passed a resolution urging that the standards of child labour laws be maintained and that a positive program be adopted to stimulate guidance and employment services to young persons.

In the mediation and conciliation session, J. B. Metzler, Deputy Minister of Labour of Ontario, outlined the salient provisions of the Ontario Labour Relations Act with respect to conciliation services.

The Canadian delegates to the conference were: Hon. Lyle Wicks, Minister of Labour of British Columbia; Hon. C. H. Ballam, Minister of Labour of Newfoundland; J. B. Metzler, Deputy Minister of Labour for Ontario; Ronald Turton,

*(Continued on page 215)*

# UNEMPLOYMENT INSURANCE

## Monthly Report on Operation of the Unemployment Insurance Act

Number of initial and renewal claims for benefit and of claimants on "live" file at month-end higher in November than in October but lower than in November 1955.\* New beneficiaries show year-to-year increase

The number of initial and renewal claims for unemployment insurance benefit in November was 72 per cent higher than in October but 5.3 per cent lower than in November 1955.

The Dominion Bureau of Statistics report on the operation of the Unemployment Insurance Act shows that 151,356 claims were received at local offices of the Unemployment Insurance Commission across Canada, compared with 87,929 in October and 159,757 in November 1955.

Claimants having an unemployment register in the "live file" numbered 215,378 (155,850 males and 59,528 females) on November 30, compared with 139,377 (88,259 males and 51,118 females) on October 31, and 219,786 (162,252 males and 57,534 females) on November 30, 1955. (Figures for the current month include 843 claimants for seasonal benefit; beginning with the last week of November, claimants failing to establish a benefit period have their claims automatically considered under the seasonal benefit terms of the Act.)

Adjudications on initial and renewal claims during November totalled 121,516, of which 91,884 were in the category "entitled to benefit". Of the 26,474 initial claims classed as "not entitled to benefit," 18,810 were in respect of claimants unable to satisfy the minimum contribution requirements. Total disqualifications, *i.e.*, those arising from initial, renewal and revised claims, numbered 16,030, the chief reasons being: "voluntarily left employment without just cause" 5,899 cases; "not capable of and not available for work" 3,850 cases and "refused offer to work and neglected opportunity to work" 1,534 cases.

New beneficiaries during November numbered 74,130, compared with 50,123 during October and 65,061 during November 1955.

Benefit payments amounted to \$9,275,471 in compensation for 478,265 weeks in November, compared with \$8,066,104 and 420,207 weeks in October, and \$8,661,628, 14,982 days and 514,456 weeks in November 1955.

Ninety per cent of the weekly payments were in respect of complete weeks of unemployment, *i.e.*, weeks in which no reduction occurred in the weekly benefit rate. Excess earnings accounted for 34,776 weeks or 71 per cent of the 48,891 compensated weeks recorded as partial benefit weeks.

The estimated average weekly number of beneficiaries was 108.6 thousand for November, in comparison with 95.5 thousand for October and 118.0 thousand for November 1955.

### Insurance Registrations

Reports received from local offices of the Unemployment Insurance Commission for November show that insurance books or contribution cards were issued to 4,645,535 employees who had made contributions to the Unemployment Insurance Fund since April 1, 1956.

At November 30 employers registered numbered 286,987, a decrease of 1,126 during the month.

In a comparison of current employment statistics with those for a previous period, consideration should be given to relevant factors other than numbers such as the opening and closing of seasonal industries, increase in area population, influence of weather conditions, and the general employment situation.

\*See Tables E-1 to E-4 at back of book.

## Enforcement Statistics

During November, 5,410 investigations were conducted by district investigators across Canada. Of these, 4,678 were spot checks of postal and counter claims to verify the fulfilment of statutory conditions. The remaining 732 were investigations in connection with claimants suspected of making false statements to obtain benefit.

Prosecutions were commenced in 68 cases, 23 against employers and 45 against claimants.\* Punitive disqualifications as a result of claimants making false statements or misrepresentations numbered 316.\*

## Unemployment Insurance Fund

Revenue received in November totalled \$21,038,964.17 compared with \$22,058,882.82 in October and \$20,561,805.96 in November 1955. Benefit payments in November amounted to \$9,258,141.20, compared with \$8,048,372.58 in October and \$8,642,656.05 in November 1955. The balance in the fund at November 30 was \$917,638,981.85; at October 31 there was a balance of \$905,858,158.88 and at November 30, 1955, of \$882,161,407.84.

# Decisions of the Umpire under the Unemployment Insurance Act

## Decision CUB-1325, December 27, 1956

**Summary of the Facts:** The claimant and those associated with him in this appeal filed applications for benefit on or about May 4, 1956, stating that they had been employed by the Universal Fur Dressers and Dyers Limited, Toronto, Ont., when on May 3 they were laid off because of a shortage of work.

According to the submissions, the Fur Workers' Union, Local 68, Amalgamated Meat Cutters & Butcher Workmen of North America (AFL-CIO) opened negotiations, in April 1955, with the company for a new bargaining agreement. Negotiations were still in progress on May 3, 1956, when an alleged work slowdown took place in the Gas Ironing Department, where the claimants were employed. On that date seven employees of that department were dismissed and the others, including the claimants, were allegedly taken off the job by the shop chairman. On May 7 a general strike was declared at the plant but work was resumed the next day when an agreement was signed. In the Gas Ironing Department, however, there was a complete stoppage of work until May 14, when those who had been dismissed were taken back. The other members of that department were recalled on May 22.

On the evidence before him, the insurance officer disqualified the claimants from receipt of benefit, pursuant to Section 63 of the Act, from May 3, 1956, to May 13, 1956.

The claimants appealed to a board of referees, before which they and representatives of the union and the company appeared in Toronto on June 29, 1956. The board dismissed the appeal by a majority decision and increased the period of disqualification to May 21, 1956, as the claimants had not returned to work until May 22, 1956.

From the decision of the board of referees, the interested union appealed to the Umpire. The union also requested a hearing, which was held in Toronto on December 6, 1956. Max Federman represented the union and C. N. Beauchamp appeared on behalf of the Unemployment Insurance Commission.

**Conclusions:** The evidence clearly indicates, and in fact it was so stated at the hearing before me by the union's representative, that, quite apart from the dispute concerning the renewal of the bargaining agreement, there was a disagreement in the Gas Ironing Department between the employer and the employees regarding the work output. This disagreement, which had been in existence for quite some time, finally materialized, on May 3, in dismissals followed by withdrawals of work with a complete stoppage of work.

This essentially constitutes a labour dispute within the meaning of the Act, and the claimants must be held to have lost their employment on account of a stoppage of work due to a labour dispute. As all of them were directly interested in

\*These do not necessarily relate to the investigations conducted during this period.

the result of this dispute, there can be no doubt that they could not be relieved from the disqualification laid down in Section 63(1) of the Act.

I have noted that the board of referees extended the period of disqualification to May 21, when the claimants resumed work. In my opinion, the only question which was before the board was whether or not the claimants were subject to disqualification under Section 63, the insurance officer having decided on the facts before him that the stoppage of work in the Gas Ironing Department had ceased to exist on May 14, when a number of its employees were recalled. For that reason the disqualification previously imposed is hereby reinstated. With this reserve the appeal is dismissed.

#### **Decision CUB-1326, December 27, 1956**

**Summary of the Facts:** The claimant filed an initial application for benefit on May 8, 1956, stating that she had worked as a packer for the Canadian General Electric Company Limited, Toronto, Ont., from February 25, 1953, to May 7, 1956, when she was laid off because of a shortage of work. At the time of separation her rate of pay was \$1.25 an hour.

On July 26, 1956, the local office notified the claimant of an offer of permanent employment as a packer with a manufacturer of electrical engines in Weston, Ont., some 14 miles from her home, at a wage of 80 cents an hour. The prevailing rate of pay in the district for that type of work was reported by the local office to be 70 to 85 cents an hour. The hours of work were eight a day and 40 a week, day work. She refused to apply for the job because the wages were too low.

The insurance officer disqualified the claimant from receipt of benefit from July 22, 1956, to September 8, 1956, because in his opinion she had, without good cause, refused to apply for a situation in suitable employment (Section 59(1)(a) of the Act).

The claimant appealed to a board of referees, which, after having heard the representations made by officials of the union of which she is a member, namely, the United Electrical, Radio and Machine Workers of America, in Toronto on September 27, 1956, unanimously maintained the decision of the insurance officer.

The union appealed to the Umpire and requested a hearing before him, which was held in Toronto on December 7, 1956. The union was represented by R. Russell, Secretary-Organizer, and the Unemployment Insurance Commission by C. N. Beauchamp.

**Conclusions:** On the facts before me I have to disagree with the unanimous finding of the board of referees.

According to Section 59(2)(b) of the Act, employment in his usual occupation is not suitable for a claimant, if it is at a lower rate of earnings than that recognized by good employers.

In the present case new and undisputed evidence was introduced at the hearing before me, which would indicate that the prevailing rate of pay in the district for a packer, the claimant's usual occupation, is above that reported by the local office. It is patent that the survey of wage rates now on file, which allegedly was used to determine the prevailing rate in the case, is incomplete and unsatisfactory.

While it is highly desirable that parties make their whole case before the board of referees, and that only in special cases should new proof be brought before the Umpire, I am prepared in this instance to accept the evidence referred to above, instead of referring the case back to the board, to obviate delay and expenses.

The claimant was justified in refusing to apply for the job notified to her, not on the basis that it was at lower wages than in her former employment but on the basis that the prevailing rate of pay was higher than the salary offered.

The appeal is allowed.

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#### **IAGLO Convention**

*(Continued from page 212)*

Assistant Chief Inspector, Ontario Department of Labour; Jacques Casgrain, Technical Adviser, Quebec Department of Labour; and from the federal Department of Labour, Edith Lorentsen, Director, Legislation Branch, and Agnes Loughy of the Legislation Branch staff.

The President of the Association for the next year will be James T. Vocelle, Chairman of the Florida Industrial Commission. H. S. Elkin, Deputy Minister of Labour of Saskatchewan, was elected to the six-member Executive Board.

# LABOUR CONDITIONS IN FEDERAL GOVERNMENT CONTRACTS

## Wage Schedules Prepared and Contracts Awarded during December

### Works of Construction, Remodelling, Repair or Demolition

During December the Department of Labour prepared 89 wage schedules for inclusion in contracts proposed to be undertaken by departments of the federal Government and its Crown corporations in various areas of Canada, for works of construction, remodelling, repair or demolition. In the same period, a total of 116 contracts in these categories was awarded. Particulars of these contracts appear below.

A copy of the wage schedule issued for each contract is available on request to trade unions concerned or to others who have a *bona fide* interest in the execution of the contract.

(The labour conditions included in each of the contracts listed under this heading provide that:

(a) the wage rate for each classification of labour shown in the wage schedule included in the contract is a minimum rate only and contractors and subcontractors are not exempted from the payment of higher wages in any instance where, during the continuation of the work, wage rates in excess of those shown in the wage schedule have been fixed by provincial legislation, by collective agreements in the district, or by current practice;

(b) hours of work shall not exceed eight in the day and 44 in the week, except in emergency conditions approved by the Minister of Labour;

(c) overtime rates of pay may be established by the Minister of Labour for all hours worked in excess of eight per day and 44 per week.

(d) no person shall be discriminated against in regard to employment because of his race, national origin, colour or religion, nor because he has made a complaint with respect to alleged discrimination.)

### Contracts for the Manufacture of Supplies and Equipment

Contracts awarded in December for the manufacture of supplies and equipment were as follows:—

Department	No. of Contracts	Aggregate Amount
Defence Construction (1951) Ltd. ....	1	\$ 31,275.00
Defence Production .....	106	923,665.00
R.C.M.P. ....	2	1,094.36

(The labour conditions included in contracts for the manufacture of supplies and equipment provide that:

(a) all persons who perform labour on such contracts shall be paid such wages as are currently paid in the district to competent workmen; and if there is no current rate, then a fair and reasonable rate; but in no event shall the wages paid be less than those established by the laws of the province in which the work is being performed;

(b) the working hours shall be those fixed by the custom of the trade in the district, or if there be no such custom, then fair and reasonable hours;

The Fair Wages and Hours of Labour legislation of the federal Government has the purpose of insuring that all Government contracts for works of construction and for the manufacture of supplies and equipment contain provisions to secure the payment of wages generally accepted as fair and reasonable in each trade or classification employed in the district where the work is being performed.

The practice of Government departments and those Crown corporations to which the legislation applies, before entering into contracts for any work of construction, remodelling, repair or demolition, is to obtain wage schedules from the Department of Labour, showing the applicable wage rate for each classification of workmen deemed to be required in the execution of the work. These

wage schedules are thereupon included with other relevant labour conditions as terms of such contracts to be observed by the contractors.

Wage schedules are not included in contracts for the manufacture of supplies and equipment because it is not possible to determine in advance the classifications to be employed in the execution of a contract. A statement of the labour conditions which must be observed in every such contract is, however, included therein and is of the same nature and effect as those which apply in works of construction.

Copies of the federal Government's Fair Wages and Hours of Labour legislation may be had upon request to the Industrial Relations Branch of the Department of Labour, Ottawa.

(c) overtime rates of pay may be established by the Minister of Labour for all hours worked in excess of those fixed by custom of the trade in the district, or in excess of fair and reasonable hours;

(d) no person shall be discriminated against in regard to employment because of his race, national origin, colour or religion, nor because he has made a complaint with respect to alleged discrimination.)

## Wage Claims Received and Payments Made during December

During December the sum of \$8,450.76 was collected from eight employers who had failed to pay the wages required by the labour conditions attached to their contracts. This amount has been or will be distributed to the 291 workers concerned.

## Contracts Containing Fair Wage Schedules Awarded during December

(The labour conditions of the contracts marked (\*) contain the General Fair Wages Clause providing for the observance of current or fair and reasonable rates of wages and hours of labour not in excess of eight per day and 44 per week, and also empower the Minister of Labour to deal with any question which may arise with regard thereto.)

### Central Mortgage and Housing Corporation

*Hamilton Ont:* McElmon Construction Ltd, \*repairs of fire damage. *Ottawa Ont:* Durie Mosaic & Marble Ltd, \*alterations & repairs to shower rooms, Laurentian Terrace. *Toronto Ont:* Truscon Steel Co, cutting, bending & supplying of steel for bldgs, Regent Park South. *Kamsack Sask:* Kowalishen Construction, \*repair of fire damage. *Victoria B C:* W P George, \*replacement of counter tops in units, Victoria Veterans' Projects.

### Department of Citizenship and Immigration

*Kenora Indian Agency Ont:* Jas Ratchford Plumbing & Heating, renovation of domestic water supply piping, Cecilia Jeffrey IRS. *Walpole Island Indian Agency Ont:* J L Thompson Supply Ltd, addition to No 2 Indian day school. *Dauphin Indian Agency Man:* W H Ludgate Construction Co, \*renovations to Ebb & Flow day school. *Carlton Indian Agency Sask:* Axel Olson, construction of garage, Prince Albert IRS. *Williams Lake Indian Agency B C:* Overton Bros, construction of Alkali Lake day school.

### Defence Construction (1951) Limited

*Deepbrook N S:* Babcock-Wilcox & Goldie McCulloch Ltd, installation of boilers & equipment, HMCS *Cornwallis*. *Campagetown N B:* Forbes & Sloat Ltd, grading, seeding, sodding & construction of sidewalks, etc. *Valcartier Que:* Municipal Signal & Supply Co Ltd, installation of fire alarm system. *Barriefield Ont:* M Sullivan & Son Ltd, construction of technical stores bldg, garage & outside services. *Camp Borden Ont:* Albi Applicators Ltd, removal of ferromastic from structural steel & application of fire retardent coating in hangars. *North Bay Ont:* The Pentagon Construction Co Ltd, supply & erection of steelox type crew bldg, foundations for readiness hangars & outside services, RCAF Station. *Petauwawa Ont:* Ball Bros Ltd, construction of garage & outside services. *Rockcliffe Ont:* Shore & Horwitz Construction Co Ltd, construction of barrack block & outside services, RCAF Station. *Trenton Ont:* E W Vanner & Son, interior redecorating of barrack blocks, RCAF Station. *Uplands Ont:* F E Cummings Co Ltd, construction of telephone exchange bldg, RCAF Station. *Windsor Ont:* Granite Construction Ltd, conversion of dairy bldg for RCAF accommodation. *Winnipeg Man:* Bird Construction Co Ltd, construction of demountable partitions & installation of power in hangar & workshops, RCAF Station. *Moose Jaw Sask:* Bird Construction Co Ltd, construction of garages, RCAF Station. *Cold Lake Alta:* Everall Engineering Ltd, construction of roads, walks & parking areas, RCAF Station.

### Building and Maintenance

*Halifax N S:* Martin & Moore Ltd, interior painting of apartment bldgs, Windsor Park. *Longue Pointe Que:* Noel Romeo & Co Ltd, rewiring & relighting bldg No 29, RCOC school. *Montreal Que:* Charney Bros Inc, interior painting of drill hall. *Ste Foy Que:* Citadel Painters & Decorators Reg'd, interior painting of PMQs. *Valcartier Que:* Broval Construction Co Reg'd, clearing & grubbing of training area No 15. *Barrie Ont:* L T Bristow Plumbing & Heating Ltd, renovation of heating system in armoury. *Uplands Ont:* Gerry Lowery, installation of tile floors in cantilever hangar bldg, RCAF Station. *Calgary Alta:* R H Neven Co Ltd, interior painting of PMQs, Currie Barracks.

*Claresholm Alta*: McCready Johansson Ltd, application of insulated built-up roof on hangar, RCAF Station. *Chilliwack B C*: Berge & Kavanagh Painters Ltd, interior painting of bldgs & PMQs. *Comox B C*: Inlaid Floor (1950) Ltd, installation of tile floors in hangar & workshop, RCAF Station.

## Department of Defence Production

(October Report)

*Summerside P E I*: Curran & Briggs Ltd, repairs to road in PMQ area, RCAF Station. *Bedford N S*: Halifax Shipyards Ltd, installation of expansion loops in steam distribution system, Bedford Magazine. *Cornwallis N S*: A L Parelman, renewal of waterlines, HMCS *Cornwallis*; Maritime Telegraph & Telephone Co Ltd, maintenance of telephone line & equipment, RCN Air Station. *Dartmouth N S*: D A Cummings Ltd, renewal of roofs, RCN Armament Depot; Green's Economiser Ltd, installation of economizer tubes on boiler, RCN Air Station. *Greenwood N S*: C F Cox Ltd, reroofing hangar No 6, RCAF Station. *Halifax N S*: Bedard-Girard Ltd, installation of radar equipment in school, HMCS *Stadacona*; Charles W Marriott, snow removal, sanding & spreading of calcium chloride, DND Army properties areas. *Shearwater N S*: John R Rose, interior painting & sanding of floors in MQ, RCN Air Station. *Chatham N B*: North Shore Construction Ltd, repairing of asphalt roads, RCAF Station. *Bagotville Que*: D Dallaire & Fils, repairs to roofs of hangars, RCAF Station. *Montreal Que*: Antithermo Products Ltd, sealing of concrete floor, No 25 COD. *Quebec Que*: W Rourke Ltd, renovation of manholes, No 5 Works Coy, RCE; Napoleon Giroux Enr, snow removal for 1956-57, No 5 Works Coy, RCE. *St Johns Que*: Philippe Baillargeon Ltee, repair and/or reconstruction of station roads & parking areas, RCAF Station. *St Sylvestre Que*: Telesphore St Hilaire, spreading of gravel on road, RCAF Station. *Terrebonne Que*: Canadian Hoosier Engineering Co Ltd, installation of fir poles, Bouchard Military Camp. *Camp Petawawa Ont*: Cresswell-Pomeroy Ltd, installation of window screens on barrack blocks. *Kingston Ont*: English & Mould Ltd, renovation to heating system, RCASC garage; English & Mould Ltd, renovations to heating systems, 440 King St West. *London Ont*: Towland Construction Ltd, repairs to roads & parking areas, No 27 COD. *North Bay Ont*: Lundy Fence Co Ltd, erection of chain link fence, RCAF Station. *Ottawa Ont*: Eagle Construction Co Ltd, reroofing of Canadian Army Signals Engineering Establishment Bldg, Montreal Road. *Rockcliffe Ont*: Canadian Ice Machine Co Ltd, installation of evaporative condenser in rink, RCAF Station. *Toronto Ont*: Willard & Bluj, interior & exterior painting of bldg, Cawthra Square, RCAF Station. *Gimli Man*: Conroy Manufacturing Co Ltd, repairs to furnaces in PMQs, RCAF Station. *Shilo Man*: Maple Leaf Construction Ltd, grading, surfacing & seal coating of roads, Military Camp. *Winnipeg Man*: Swanson Construction Co Ltd, snow removal during 1956-57, DND areas. *Suffield Alta*: N A Nowicki, spreading of gravel, Experimental Station. *Belmont Park B C*: Totem Painting Co Ltd, exterior painting of MQs, Belmont Park. *Kamloops B C*: C H Brawn & Son Ltd, repairs to RCN Ammunition Depot. *Vancouver B C*: Empire Roofing & Sheet Metal Works Ltd, reroofing of Bessborough Armoury.

(November Report)

*Grand Falls Nfld*: Atlantic Roofing Co Ltd, reroofing armoury. *Halifax N S*: Francis J Brown, demolition of No 8 bldg, Willow Park. *Sydney N S*: Municipal Ready-Mix Ltd, repairs to roads, Victoria Park. *Chatham N B*: Thompson Bros, application of siding on exterior walls of hangar No 3, RCAF Station. *St Margaret's N B*: M F Schurman Co Ltd, installation of electronic ducts, etc, in Operations Bldg, RCAF Station. *Montreal Que*: Baillargeon & Fournier, snow removal during 1956-57, No 25 COD & barracks area. *Ville La Salle Que*: Lewis Bros Asphalt Paving Ltd, surfacing of roadway to Naval Supply School. *Centralia Ont*: James H Beal & Son Ltd, removal of heating equipment, RCAF Station. *Downsview Ont*: Warren Bituminous Paving Co Ltd, repairs to roadways, RCAF Station. *Kingston Ont*: Foley Construction Ltd, replacement of roof on Martello Tower, Fort Frederick, RMC. *Kitchener Ont*: Harry Wunder Construction Ltd, application of siding on bldgs & fencing property, Knollwood Park Armoury. *Ottawa Ont*: Alfred Grodde, interior painting of drill hall. *Rockcliffe Ont*: Napoleon Fauteux, interior painting of hangar No 54 & scaffolding, RCAF Station. *Trenton Ont*: Upton Bradeen & James Ltd, installation of sewage pumps, RCAF Station. *Uplands Ont*: Universal Electric, installation of flood lighting & outlets in hangar No 11, RCAF Station; E J Oattes, installation of hydrant shut-off valves & water main valves, RCAF Station. *Dauphin Man*: C E Thompson, repairs

to roof of drill hall & armoury. *Esquimalt B C*: Victoria Paving Co Ltd, extension to roadway, HMC Dockyard. *Gordon Head B C*: Pacific Sheet Metal Works Ltd, installation of heating equipment & repairs to ducts, etc, in bldgs 1038 & 1032. *Prince Rupert B C*: Spence & Matiuk, painting of bldgs, Armouries.

### National Harbours Board

*Halifax N S*: Blunden Supplies Ltd, construction of office bldg, shed 21 & hot room, shed 20. *Montreal Que*: Pentagon Construction Co Ltd, construction of marine towers & receiving facilities outside Elevator No 1; Charles Duranceau Ltee, construction of shed No 42.

### Department of Public Works

*Sydney N S*: M R Chappell, construction of UIC bldg. *Truro N S*: Atlas Construction Co Ltd, construction of federal bldg. *Walton N S*: James C Eaton, \*dredging. *Fredericton N B*: Weyman Construction Co Ltd, extension to general storage bldg, Experimental Farm. *Saint John N B*: W G Usher Co Ltd, construction of laundry bldg, DVA Hospital. *Comins Mills Que*: Valmore Dumoulin, construction of officer's residence & garage. *Mansonville Que*: Rodolphe Lessard, construction of customs & immigration office bldg. *Ste-Anne des Monts Que*: Gaspé Construction Inc, wharf repairs. *St Jovite Que*: Conrad Forget Inc, construction of post office bldg. *Brantford Ont*: Schultz Construction Ltd, additions & alterations to federal bldg. *Kapuskasing Ont*: Mattagami Construction Co Ltd, construction of office bldg, Experimental Farm. *Ottawa Ont*: Thomas Fuller Construction Co Ltd, construction of Geological Bldg; George A Crain & Sons Ltd, construction of testing laboratory, Riverside Drive; Sirotek Construction Ltd, construction of transformer vault & installation of electrical equipment, horticulture green houses, CEF. *Ashcroft B C*: Kamloops Cabinet Shop, addition & alterations to federal bldg. *Esquimalt B C*: Victoria Machinery Depot Co Ltd, \*renewal & repairs to rotating turret of 25-ton crane. *Fulford Harbour B C*: B C Pile Drivers Ltd, construction of approach & floats. *Nanaimo B C*: Harbour Pile Driving Co, construction of customs floats.

### Department of Transport

*Gander Nfld*: Allied Construction Co Ltd, additions to power & distribution system. *Charlottetown P E I*: Morrison & McRae Ltd, construction of power house & related work. *Greenwood N S*: Lewis Bros Asphalt Paving Ltd, additional development at aerodrome. *Tusket River N S*: Vincent M Babine, construction of dwelling. *Matane Que*: North Shore Builders Ltd, additional development at airport. *Allenburg Ont*: Cameron & Phin Ltd, replacement of lift span deck, Bridge No 11, Welland Ship Canal. *North Bay Ont*: F A Gomoll & Sons, construction of radio beacon bldg. *Thorold Ont*: R A Blyth, painting of lock gates, Welland Ship Canal. *Comox B C*: City Construction Co Ltd, additional development at airport.

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## Industrial Standards Acts

(Continued from page 200)

were unchanged at 40. Also at Ottawa, a new schedule increased the minimum rates for brush painters from \$1.50 to \$1.58 and for spray-painters from \$1.65 to \$1.73. Weekly hours were unchanged at 40 between November 1 and March 31, inclusive; 44 between April 1 and October 31.

At Windsor, Ont., a first schedule covering the painting and decorating industry establishes a 40-hour week; wage rates of \$2.10 for spray-painters, \$1.95 for paper-hangers and \$1.90 per hour for brush work. A further increase of 3 cents per hour shall become effective April 1, 1957. Rates for

corresponding night work are 10 cents per hour higher; overtime at time and one-half for the first two hours in excess of regular working hours Monday through Friday; double time for all other overtime work.

In Saskatchewan, a new schedule for the baking industry increased the minimum rates of plant employees by \$3 per week. Weekly hours were unchanged at 40. This schedule does not include any provisions governing specified public holidays as previously. Other provisions include wage rates, commissions and hours applicable to driver salesmen.

# STRIKES AND LOCKOUTS

## Canada, December 1956\*

Less time was lost during 1956 in work stoppages arising out of industrial disputes than in any year since 1951. However, the number of disputes in 1956 was the highest since 1951 and the number of workers involved the greatest since 1952.

In comparison with the 159 stoppages in 1955, there were 224 stoppages in existence during 1956, an increase of 40 per cent; 60,090 workers involved in 1955 and 88,594 in 1956, an increase of 47 per cent; and a time loss of 1,875,400 man-working days in 1955 and 1,261,400 days in 1956, a decrease of 33 per cent.

In 1956, four disputes caused about half the total idleness. These involved: motor vehicle and parts, diesel locomotive, stove, refrigerator and air conditioning factory workers at Oshawa, St. Catharines, Toronto and Windsor, which began on September 19, 1955, and ended late in February 1956; and three stoppages in the textile industry at Drummondville, Magog and St. Jérôme, Que.

The demand for increased wages was the central issue in 120 of the 224 stoppages in 1956, involving 56 per cent of the workers and causing 77 per cent of the idleness. Of the other disputes, 38 arose over discharge, employment and suspension of workers; 34 over conditions of work, policies and workload; 19 over union questions; eight over decreased wages; three were sympathy stoppages; one over reduced hours; and one was a jurisdictional dispute.

In December 1956, preliminary figures show 18 strikes and lockouts in existence involving 1,513 workers with a time loss of 15,595 man-working days, compared with 36 strikes and lockouts in November 1956, with 4,241 workers involved and a loss of 40,860 days. In December 1955, there were 15 strikes and lockouts, 17,720 workers involved and a loss of 340,410 days.

Based on the number of non-agricultural paid workers in Canada, the time lost in December 1956 was 0.02 per cent of the estimated working time; November 1956, 0.05 per cent; December 1955, 0.39 per cent; the year 1956, 0.12 per cent; and the year 1955, 0.18 per cent.

\*See Tables G-1 and G-2 at back of book.

Of the 18 strikes and lockouts in existence in December 1956, one was settled in favour of the workers, four were compromise settlements and four were indefinite in result, work being resumed pending final settlement. At the end of the year nine disputes were still in existence.

(The record does not include minor strikes such as are defined in a footnote to Table G-1 nor does it include strikes and lockouts about which information has been received indicating that employment conditions are no longer affected but which the unions concerned have not declared terminated. Strikes and lockouts of this nature still in progress are: compositors, etc., at Winnipeg, Man., which began on November 8, 1945, and at Ottawa and Hamilton, Ont., and Edmonton, Alta., on May 30, 1946; newspaper printing plant workers at Montreal, April 20, 1955; soft drink route salesmen and warehouse workers at Hamilton, July 24, 1956; hydraulic equipment factory workers at Montreal, August 9, 1956; electroplating factory workers at Hamilton, August 21, 1956; and metal pad factory workers at Hamilton, August 23, 1956. Two stoppages which were included in this category in the January LABOUR GAZETTE have since been reported as concluded. These were: hotel employees at Leamington, Ont., which began in July 27, 1956, and was concluded on December 17, 1956, and concrete block and sewer pipe factory workers at Ottawa, which began on October 10, 1956, and was later reported as concluded by October 15, 1956.)

## Other Countries

(The latest available information as to strikes and lockouts in various countries is given here from month to month. Statistics given in the annual review and in this article are taken from the government publications of the countries concerned or from the International Labour Office *Year Book of Labour Statistics*.)

## Great Britain and Northern Ireland

According to the British *Ministry of Labour Gazette*, the number of work stoppages in Great Britain and Northern Ireland beginning in October 1956 was 294, and 16 were still in progress from the previous month, making a total of 310 during the month. In all stoppages of work in progress, 60,400 workers were involved and a time loss of 191,000 days caused.

Of the 294 disputes leading to stoppages of work that began in October, 39, directly involving 7,600 workers, arose over demands for advances in wages, and 90, directly involving 15,600 workers, over other wage questions; 12, directly involving 2,000 workers, over questions as to working hours; 26, directly involving 5,500 workers, over questions respecting the employment of particular classes or persons; 119, directly involving 15,100 workers, over other questions respecting working arrangements; five, directly involving 800 workers, over questions of trade union principle; and three, directly involving 9,000 workers, were in support of workers involved in other disputes.

## New Zealand

The New Zealand *Monthly Abstract of Statistics* for November 1956 reported a total of nine work stoppages arising out of industrial disputes during the third quarter of 1956. There were 1,348 workers involved and a loss of 1,760 working days.

## United States

Preliminary estimates for 1956 show 3,800 work stoppages resulting from labour-management disputes beginning in the year, involving 1,900,000 workers. The time loss for all work stoppages in progress during the year was 33,000,000 days. Corresponding figures for 1955 were 4,320 stoppages, 2,650,000 workers and a loss of 28,200,000 days.

# PRICES AND THE COST OF LIVING

## Consumer Price Index, January 1957\*

The consumer price index (1949=100) remained practically unchanged between December and January, moving down one-tenth of a point from 120.4 to 120.3.

Decreases in the food and clothing indexes outweighed increases in the other three main groups.

The food component decreased from 117.5 to 117.1 as appreciably lower prices for eggs and imported fresh fruits and vegetables, combined with lesser decreases for pork items, coffee and chocolate bars, proved more important than fractional increases recorded by a lengthy list of food items. Clothing decreased from 108.6 to 107.6 as seasonally lower prices for items of winter wear, notably women's fur and cloth coats, outweighed increases for several items of men's wear.

An increase in the household operation index from 118.6 to 119.0 was due to firmer prices for coal coupled with slight increases in household help and home-furnishings. Other commodities and services moved from 122.9 to 123.1, mainly because of a further increase in automobiles, following complete pricing of 1957 models. In addition, slight advances appeared in personal care items. Increases in both the rent and home-ownership

components were responsible for the slight gain in the shelter index from 133.5 to 133.6.

One year earlier (January 1956) the index stood at 116.8. Group indexes on that date were: food 111.5, shelter 131.3, clothing 108.6, household operation 116.5, and other commodities and services 119.0.

## City Consumer Price Indexes, December 1956†

Consumer prices indexes for the regional cities (1949=100) showed varied results between November and December 1956: five were higher, three down slightly and two unchanged.

An increase of 0.6 per cent in the Saint John index was the largest change in all ten cities. Food indexes were higher in St. John's, Halifax and Saint John, unchanged in Vancouver and lower in the other six cities.

Regional consumer price index point changes between November and December were as follows: Saint John +0.7 to 121.1; St. John's +0.5 to 107.5‡; Halifax +0.5 to 118.5; Vancouver +0.2 to 121.7; Ottawa +0.1 to 121.6; Edmonton-Calgary -0.3 to 117.4; Montreal -0.2 to 120.7; Saskatoon-Regina -0.1 to 117.1. Toronto and Winnipeg remained unchanged at 123.1 and 118.4 respectively.

\*See Table F-1 at back of book.

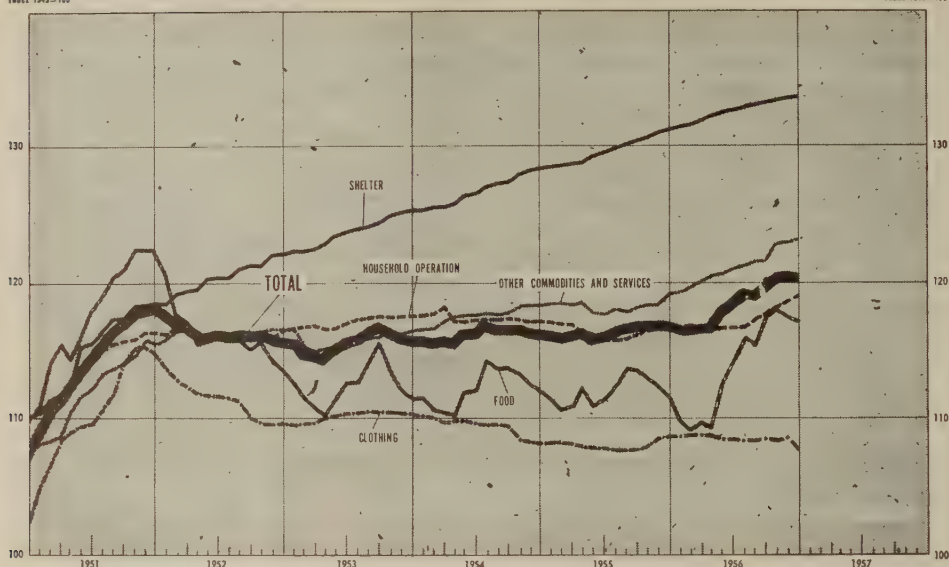
†See Table F-2 at back of book.

‡On base June 1951=100.

# CONSUMER PRICE INDEX FROM JANUARY 1951

Index 1949=100

Index 1949=100



## Wholesale Prices, December 1956

Canada's general wholesale price index (1935-39=100) advanced 3 per cent in December to 228.1 from 221.5 a year earlier and 5.9 per cent from 215.4 in December 1954. The index stood at 226.6 in November 1956. Increases over November were recorded in seven of the eight main groups, wood products registering the only decline.

Price increases in 1956 were considerably more widespread than in 1955, when a substantial part of the general increase was due mainly to a rise of 18 per cent in the non-ferrous metals group. In 1956, five of the eight main component groups registered increases ranging from 3 per cent to 9 per cent, one rose and one fell by less than 2 per cent. The non-ferrous metals group registered the other decline, with a drop of over 5 per cent.

A decline of 1.8 per cent in wood products reflected reduced receipts for export sales due to the strength of the Canadian dollar. The 5-per-cent drop in non-ferrous metals was due mainly to copper and its products, which receded in the latter half of the year from its earlier extreme highs. However, a substantial year-end increase in nickel partly offset the decrease in copper.

Iron and its products advanced 8.8 per cent in the year to register the most pronounced rise of the six groups and continued an upward trend begun in mid-1955. Animal and vegetable products groups reported increases for the first time in

several years, with animal products rising 6.6 per cent and vegetable products 3.8 per cent. Non-metallic minerals advanced 5.5 per cent, reflecting widespread increases for items included in this component. Chemicals and textiles recorded increases of 1.7 per cent and 3.3 per cent, respectively. The advance in chemicals was slightly larger than for several years, and that in textiles was the first to occur since 1951.

**For residential building material prices,** the index (1935-39=100) climbed 1.7 per cent to 292.7, continuing at a more moderate rate the upward trend begun in June 1954. Major gains were reported in brick, tile and stone, plumbing and heating equipment, lath, plaster and insulation. Lumber items advanced strongly during the early months but the gains were almost cancelled by subsequent weakness in western lumber.

**Non-residential building materials index** (1949=100) rose 2.9 per cent to 129.6 from 126.0. Scattered price increases were partly offset by small decreases. Steel and metal work, hardware, plumbing and heating, and "other" equipment groups were affected by the higher price for steel since August, while important increases were also recorded for roofing materials, lath, plaster and insulation, and paint and glass. Net declines occurred in electrical equipment and materials, tile and miscellaneous materials.

## U.S. Consumer Price Index, December 1956

The United States consumer price index (1947-49=100) reached another high in mid-December, the sixth record-breaker in seven months. A rise of 0.2 per cent between mid-November and mid-December brought the index to 118 from 117.8. One year earlier it stood at 114.7.

Higher housing costs—the increase in this group index was 0.4 per cent—were

chiefly responsible for the latest rise in the main index.

## U.K. Index of Retail Prices, October 1956

The United Kingdom index of retail prices (Jan. 17, 1956=100) rose six-tenths of a point between mid-September and mid-October, climbing from 102.1 to 102.7, equalling the previous high mark set in April 1956.

# Publications Recently Received in Department of Labour Library

The publications listed below are not for sale by the Department of Labour. Persons wishing to purchase them should communicate with the publishers. Publications listed may be borrowed by making application to the Librarian, Department of Labour, Ottawa. Students must apply through the library of their institution. Applications for loans should give the number (numeral) of the publication desired and the month in which it was listed in the LABOUR GAZETTE.

List No. 102.

## Accidents

1. *Accident Facts*. 1956 Edition. Chicago, National Safety Council, 1956. Pp. 96.

2. U.S. BUREAU OF LABOR STATISTICS. *Injuries and Injury Rates in the Bottled Soft-Drink Industry*. Washington, G.P.O., 1956. Pp. 30.

This report covers the year 1954. It is based on reports from 3,504 plants employing 57,269 workers, nearly 60 per cent of the total workers in the industry. The figures show that on the average, one out of every twenty-three full-time workers suffered a disabling injury during 1954.

## Annual Reports

3. APPRENTICESHIP COMMISSION OF THE PRINTING TRADES OF THE CITY OF MONTREAL. *Annual Report, 1955-1956*. Montreal, 1956. Pp. 87.

4. BRITISH GUIANA. COMMISSIONER OF LABOUR. *Annual Report for the Year 1954*. Georgetown, 1956. Pp. 51.

5. CANADA. CIVIL SERVICE COMMISSION. *Forty-Seventh Annual Report for the Year 1955*. Ottawa, Queen's Printer, 1956. Pp. 27.

6. CANADIAN AUTOMOBILE CHAMBER OF COMMERCE. *Facts and Figures of the Automobile Industry*. 1956 edition. Toronto, 1956. Pp. 40.

7. FIJI. COMMISSIONER OF LABOUR. *Annual Report for the Year 1955*. Suva, Government Press, 1956. Pp. 16.

8. GREAT BRITAIN. MINISTRY OF EDUCATION. *Education in 1955; Being the Report of the Ministry of Education and the Statistics of Public Education for England and Wales*. London, H.M.S.O., 1956. Pp. 229.

9. ILLINOIS. DEPARTMENT OF LABOR. *Annual Report on Compensable Work Injuries, 1955, Part 1. Work Injuries reported during 1955*. Springfield, 1956. Pp. 24, 40.

10. INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT. *Eleventh Annual Report, 1955-1956*. Washington, 1956. Pp. 75.

11. IRELAND (EIRE). DEPARTMENT OF INDUSTRY AND COMMERCE. *Report for 1955 on the Work of the Factory Inspection Service*. Dublin, Stationery Office, 1956. Pp. 17.

12. NEW YORK (STATE) COMPTROLLER'S OFFICE. *Thirty-Fifth Report of the Comptroller on the Operation of the State Employees' Retirement System together with the Report of the Actuary on the Thirty-Fifth Valuation of its Assets and Liabilities including an Investigation of the Mortality, Service, and Compensation Experience of Members*. New York, 1956. Pp. 70.

13. NIGERIA. DEPARTMENT OF LABOUR. *Annual Report for the Year 1953/54*. Lagos, Government Printer, 1955. Pp. 88.

14. NORTHERN IRELAND. MINISTRY OF LABOUR AND NATIONAL INSURANCE. *FACTORY*

BRANCH. *Report of the Chief Inspector for the Year 1955.* Belfast, H.M.S.O., 1956. Pp. 29.

15. UGANDA. LABOUR DEPARTMENT. *Annual Report for the Year ended 31st December, 1955.* Entebbe, Government Printer, 1956. Pp. 93.

16. U.S. NATIONAL LABOR RELATIONS BOARD. *Twentieth Annual Report for the Fiscal Year ended June 30, 1955.* Washington, G.P.O., 1956. Pp. 183.

17. WESTERN AUSTRALIA. REGISTRAR OF FRIENDLY SOCIETIES. *Report of Proceedings for the Year ended 30th June, 1955.* Perth, Government Printer, 1956. Pp. 19.

## Congresses and Conventions

18. AMERICAN FEDERATION OF LABOR. BUILDING AND CONSTRUCTION TRADE DEPARTMENT. *Report of Proceedings of the Forty-Eighth Annual Convention ... held at New York, New York, November, 1955.* New York, 1956. Pp. 207.

19. AMERICAN FEDERATION OF MUSICIANS. *Official Proceedings of the 59th Annual Convention, Atlantic City, New Jersey, June 11th-14th, 1956.* Newark, N.J., 1956. Pp. 336.

20. CANADIAN CONSTRUCTION ASSOCIATION. *Proceedings of the 38th Annual General Meeting, Royal Alexandra Hotel, Winnipeg, Manitoba, January 15, 16, 17, 18, 1956.* Ottawa, 1956. Pp. 94.

21. CANADIAN INDUSTRIAL TRAINERS' ASSOCIATION. *Proceedings of Ninth Annual Training Conference, April 21-22, 1955. Theme: "Management looks at Training."* Montreal, 1955. Pp. 113.

22. CANADIAN LABOUR CONGRESS. *Report of Proceedings, First Convention, Toronto, April 23-27, 1956.* Ottawa, 1956. Pp. 154.

23. CANADIAN TEACHERS' FEDERATION. *Minutes of the 34th Conference ... held at the Chateau Laurier, Ottawa, Ontario, August 12 to 18 Inclusive, 1955.* Ottawa, 1956? Pp. 54.

24. INTERNATIONAL TRANSPORT WORKERS' FEDERATION. *International Transport Workers' Federation, 24th Congress, Vienna, 18-26 July 1956. Report on Activities for the Years 1954 and 1955.* London, 1956. Pp. 142.

25. INTERNATIONAL UNION OF MINE, MILL AND SMELTER WORKERS. BRITISH COLUMBIA DISTRICT UNION. *Report of Proceedings of Thirteenth Annual Convention ... Vancouver, B.C., January 16-17-18, 1956.* Vancouver, 1956. Pp. 34, 25.

26. MARINE WORKERS' FEDERATION. *Proceedings, Tenth Annual Convention, Liverpool, N.S., July 20th, 21st, 22nd, 1955.* Halifax? 1955? Pp. 16.

27. NEWFOUNDLAND FEDERATION OF LABOUR. *Official Proceedings of the 19th Annual Convention, Corner Brook, Newfoundland, July 18-23rd, 1955.* St. John's, 1955. Pp. 88.

28. SCOTTISH TRADES UNION CONGRESS. *Scottish Trades Union Congress held in ... Perth on ... 18th, 19th, 20th and 21st April, 1956. Fifty-Ninth Annual Report.* Glasgow, 1956. Pp. 332.

## Disabled—Rehabilitation

29. GREAT BRITAIN. TREASURY. *Disabled Persons in Government Employment; Statement showing the Numbers of Registered Disabled Persons in Government Employment in Great Britain on 1st October, 1955, compiled from Returns furnished to the Treasury.* London, H.M.S.O., 1955. P. 1.

30. INSTITUTE FOR THE CRIPPLED AND DISABLED, NEW YORK. *Rehabilitation Trends, Midcentury to 1956.* New York, 1956. Pp. 96.

Describes the work of the Institute for the Crippled and Disabled in words and pictures.

31. U.S. OFFICE OF VOCATIONAL REHABILITATION. *New Hope for the Disabled; Public Law 565, the Vocational Rehabilitation Amendments of 1954.* Washington, G.P.O., 1956. Pp. 23.

32. WORLD VETERANS FEDERATION. *Comparative Report; Legislation affecting Disabled Veterans and Other War Victims.* 2d ed. Paris, 1955. Pp. 66.

Veterans' legislation in 18 countries is discussed under three main topics: Medical Care, Pensions and Allowances, and Vocational Rehabilitation.

## Efficiency, Industrial

33. BUREAU OF NATIONAL AFFAIRS, WASHINGTON, D.C. *How to keep Machines up and Costs down!* Washington, c1956. Pp. 12.

34. BUREAU OF NATIONAL AFFAIRS, WASHINGTON, D.C. *Methods Improvement.* Washington, c1956. Pp. 12.

## Employment Management

35. BUREAU OF NATIONAL AFFAIRS, WASHINGTON, D.C. *Counseling Employees.* Washington, c1956. Pp. 12.

36. BUREAU OF NATIONAL AFFAIRS, WASHINGTON, D.C. *How to use the Office Grapevine.* Washington, c1955. Pp. 12.

37. BUREAU OF NATIONAL AFFAIRS, WASHINGTON, D.C. *Military Leave Policies.* Washington, c1956. Pp. 14.

Summarizes the military leave practices and policies of 159 companies.

38. NATIONAL INDUSTRIAL CONFERENCE BOARD. *Company Payment of Employees' Moving Expenses*, by Geneva Seybold. New York, c1956. Pp. 82.

Tells how 272 companies share the costs of moving and settling employees, who moved to new localities, and their families and household goods.

## Industry

39. CANADA. BUREAU OF STATISTICS. *The Aircraft and Parts Industry, 1954*. Ottawa, Queen's Printer, 1956. Pp. 9.

40. PRIMARY TEXTILE INSTITUTE. *The Textile Industry in Japan. Report of a Visit by a Group of Three from the Canadian Textile Industry to Japan in October-November, 1955*. Toronto, 1956. Pp. 129.

The reasons for the visit were as follows:

1. To get a better understanding of the Japanese textile industry;

2. To examine, with Japanese textile manufacturers, some of the problems rising out of trade with Canada; and,

3. To determine what further competition may develop in the Canadian market from Japanese textiles.

41. UNITED NATIONS. ECONOMIC COMMISSION FOR LATIN AMERICA. *Pulp and Paper Prospects in Latin America. First Part: Report of the Latin American Meeting of Experts on the Pulp and Paper Industry*, sponsored by the Secretariats of the Economic Commission for Latin America, the Food and Agriculture Organization of the United Nations, and the Technical Assistance Administration. *Second Part: Working papers submitted to the meeting*. New York, United Nations and Food and Agriculture Organization, 1955. Pp. 465.

## Labour Party (Great Britain)

42. LABOUR PARTY (GREAT BRITAIN). *Personal Freedom; Labour's Policy for the Individual and Society*. London, 1956. Pp. 32.

43. REID, JOHN HOTCHKISS STEWART. *The Origins of the British Labour Party*. Minneapolis, University of Minnesota Press, c1955. Pp. 258.

Traces the origin of the Labour Party from its formation in 1900 till the end of the First World War.

## Occupations

44. GREAT BRITAIN. CENTRAL YOUTH EMPLOYMENT EXECUTIVE. *Domestic Science and Dietetics*. 3d ed., London, H.M.S.O., 1956. Pp. 44.

45. GREAT BRITAIN. CENTRAL YOUTH EMPLOYMENT EXECUTIVE. *Her Majesty's Forces; Openings for Boys in the Ranks*. 2d ed., London, H.M.S.O., 1956. Pp. 36.

46. U.S. DEPARTMENT OF LABOR. *List of Critical Occupations (Civilian) for screening the Ready Reserve*. Washington, G.P.O., 1956. Pp. 21.

## United Nations

47. UNITED NATIONS. COMMISSION ON HUMAN RIGHTS. *Report of the Twelfth Session, 5-29 March 1956*. New York, 1956. Pp. 28.

48. UNITED NATIONS. COMMISSION ON THE STATUS OF WOMEN. *Report of the Tenth Session, 12-29 March 1956*. New York, 1956. Pp. 21.

49. UNITED NATIONS. ECONOMIC AND SOCIAL COUNCIL. *Official Records, 20th Session, 5 July-5 August, 1955*. Geneva, 1955. Pp. 212.

50. UNITED NATIONS. ECONOMIC AND SOCIAL COUNCIL. *Official Records, 20th Session, 17 April-4 May 1956*. New York, 1956. Pp. 12.

51. UNITED NATIONS. ECONOMIC COMMISSION FOR ASIA AND THE FAR EAST. *Annual Report, 8 April 1955-14 February 1956*. New York, 1956. Pp. 62.

52. UNITED NATIONS. ECONOMIC COMMISSION FOR EUROPE. *Annual Report, 31 March 1955-21 April 1956*. New York, 1956. Pp. 59.

53. UNITED NATIONS. ECONOMIC COMMISSION FOR LATIN AMERICA. *Annual Report, 10 February 1954-10 May 1955*. New York, 1956. Pp. 19.

54. UNITED NATIONS. STATISTICAL COMMISSION. *Report of the Ninth Session, 16 April-2 May 1956*. New York, 1956. Pp. 30.

55. UNITED NATIONS. TECHNICAL ASSISTANCE BOARD. *Eighth Report of the Technical Assistance Board, 1955*. New York, 1956. Pp. 104.

## Vocational Guidance

56. KITSON, HARRY DEXTER. *I find my Vocation*. 4th ed. New York, McGraw-Hill, 1954. Pp. 282.

This book was written to be used as a high school text book.

57. NATIONAL VOCATIONAL GUIDANCE ASSOCIATION. *How to create Your Career*. Washington, c1956. Pp. 32.

This booklet is intended for young people to help them choose and plan for their life work.

## Wages and Hours

58. CANADA. BUREAU OF STATISTICS. *Distribution of Non-Farm Incomes in Canada by Size, 1954*. Ottawa, Queen's Printer, 1956. Pp. 37.

"The first part of the report outlines the highlights of the income distribution; it is followed by tables on the distribution of incomes of families and incomes of individuals, classified by size of total income, by major source of income, by region and by other groupings."

59. CANADA. BUREAU OF STATISTICS. *Earnings and Hours of Work in Manufacturing, 1954; Earnings and Hours of Male and Female Wage-Earners and Salaried Employees in Larger Establishments in the Last Week in October, 1954*. Ottawa, Queen's Printer, 1956. Pp. 35.

60. CANADA. BUREAU OF STATISTICS. *Review of Man-Hours and Hourly Earnings with Average Weekly Wages, 1945-1955*. Ottawa, Queen's Printer, 1956. Pp. 36.

61. U.S. BUREAU OF LABOR STATISTICS. *Wage Chronology: United States Steel Corporation, 1937-55*. Washington, 1956. Pp. 16.

"This chronology describes changes in wage rates and related wage practices in the steel-producing divisions of the United States Steel Corporation that have been negotiated with the United Steelworkers of America (AFL-CIO) from 1937-1955."

## Youth—Employment

62. GREAT BRITAIN. CENTRAL OFFICE OF INFORMATION. *Youth Services in Britain*. London, H.M.S.O., 1956. Pp. 40.

"The aim of the youth services in Britain is to help the individual boy or girl to become a good citizen, to find a useful job and earn a fair living in it, and to enjoy a satisfying personal life."

63. OHIO. DEPARTMENT OF INDUSTRIAL RELATIONS. *A Teenager's Guide in Employment*. Columbus, 1956. Pp. 20.

Tells in brief form the law applying to young people under 21 in Ohio.

## Miscellaneous

64. CANADA. DEPARTMENT OF NATIONAL DEFENCE. *Canada's Defence Programme, 1956-57*. Ottawa, Queen's Printer, 1956. Pp. 53.

Contents: 1. Canada and the International Outlook. 2. Defence at Home. 3. Defence Abroad. 4. Manpower. 5. Training. 6. Conditions of Service. 7. Defence Research and Development. 8. Equipment. 9. Construction. 10. Defence Appropriations.

65. COMMITTEE FOR ECONOMIC DEVELOPMENT. *The Budget, the Economy and Tax Reduction in 1956*. A Statement on National Policy by the Research and Policy Committee of the Committee for Economic Development. New York, 1956. Pp. 18.

Deals with the principles that should govern American federal tax policy. It attempts to answer two questions: Should federal taxes be cut and what taxes should be reduced if a cut is made.

66. CONGRESS OF INDUSTRIAL ORGANIZATIONS. DEPARTMENT OF EDUCATION AND RESEARCH. *CIO Song Book*. Rev. ed. Washington, 1954. Pp. 39.

67. EUROPEAN PRODUCTIVITY AGENCY. *Human Relations in Industry; Rome Conference: 29th January-4th February 1956; Interim Report*. E.P.A. Project No. 312. Paris, O.E.E.C., 1956. Pp. 50.

There were representatives from 10 countries and representatives from five international organizations present. The conference exchanged opinions and experiences in the field of human relations in industry, analysed problems, and discussed the contribution which scientific research has made and can continue to make.

68. GREAT BRITAIN. NATIONAL ADVISORY COMMITTEE ON THE EMPLOYMENT OF OLDER MEN AND WOMEN. *Second Report*. December 1955. London, H.M.S.O., 1956. Pp. 28.

Reviews work of Committee since First report in October 1953.

69. PENNSYLVANIA. STATE UNIVERSITY. DEPARTMENT OF EDUCATION. *An Experimental School for Migrant Children in Potter County at Ulysses, Pennsylvania, July 11th to August 26th, Summer, 1955*, conducted by the Pennsylvania State University and sponsored by the University Christian Association; the Report by Joseph Alessandro. State College, Penn., 1955. Pp. 33.

The school for migrant children was held for children between the ages of 5 and 12 for seven weeks during the summer of 1955. The purposes of the school were: 1. To study the effect of migrant life on the school progress of migrant children and to determine whether this supplementary educational experience helped the children to learn, and (2) To study the reactions of the migrant workers and the local residents to the school.

70. PETERSEN, WILLIAM. *Planned Migration, the Social Determinants of the Dutch-Canadian Movement*. Berkeley, University of California Press, 1955. Pp. 273.

Analyzes the postwar movement of the Dutch to Canada as an example of "planned" migration in order to help solve Holland's over-population problem.

71. SPYROPOULOS, GEORGES. *La Liberté Syndicale*. Paris, Librairie Générale de Droit et de Jurisprudence, 1956. Pp. 391.

An enquiry into the legal concepts of trade union freedom. It refers primarily to French law but there are references to the laws of other countries. There are three sections: 1. trade union freedom in the relationship between the union and the state; 2. the relationship between the union and the individual; and 3. the relationship between trade union freedom and the economic structure.

72. U.S. BUREAU OF OLD-AGE AND SURVIVORS INSURANCE. DIVISION OF PROGRAM ANALYSIS. *Incidence of Employer Change*. Washington, 1956. Pp. 7.

"Employer change is defined as employment by more than one employer in a year." After a study of employer change the following conclusions were reached: 1. There is a relationship between worker mobility and age. Mobility rates decreases with age. 2. Certain workers of all ages tend to change jobs frequently. 3. Workers over 45 tend

to change employers frequently. This often prevents workers from becoming eligible for private pensions.

73. U.S. EMERGENCY BOARD (ALBANY PORT DISTRICT RAILROAD, AND OTHER CARRIERS, 1955. *Report to the President by the Emergency Board appointed by Executive Order 10643 dated November 7, 1955, pursuant to Section 10 of the Railway Labor Act, as amended, to investigate Unadjusted Disputes concerning Requests for Changes in Agreements covering Health and Welfare Benefits and for General Wage Increase involving the Albany Port District Railroad and Other Carriers represented by the Eastern, Western and Southeastern Carriers' Conference Committees and Certain of their Employees represented by the Cooperating (Nonoperating) Railway Labor Organizations*. (N.M.B. Case No. A-4985), Washington, D.C., December 12, 1955. No. 114. Washington, G.P.O., 1955. Pp. 50.

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# LABOUR STATISTICS

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## A—Labour Force

TABLE A-1.—REGIONAL DISTRIBUTION, WEEK ENDED NOVEMBER 17, 1956

(Estimates in thousands)

SOURCE: D.B.S. Labour Force Survey

—	Canada	Nfld.	P.E.I. N.S. N.B.	Que.	Ont.	Man. Sask. Alta.	B.C.
<i>The Labour Force</i>							
Both Sexes.....	5,765	109	432	1,629	2,122	997	476
Agricultural.....	699	*	41	147	192	293	23
Non-Agricultural.....	5,066	106	391	1,482	1,930	704	453
Males.....	4,381	92	334	1,259	1,557	780	359
Agricultural.....	669	*	88	145	180	281	22
Non-Agricultural.....	3,712	89	296	1,114	1,377	499	337
Females.....	1,384	17	98	370	565	217	117
Agricultural.....	30	*	*	*	12	12	*
Non-Agricultural.....	1,354	17	95	368	553	205	116
All Ages.....	5,765	109	432	1,629	2,122	997	476
14—19 years.....	556	12	41	203	177	89	34
20—24 years.....	719	17	57	231	244	124	46
25—44 years.....	2,661	51	191	747	988	462	222
45—64 years.....	1,595	26	123	398	617	277	154
65 years and over.....	234	*	20	50	96	45	20
<i>Persons with Jobs</i>							
All status groups.....	5,630	104	413	1,582	2,086	982	463
Males.....	4,266	87	317	1,218	1,528	767	349
Females.....	1,364	17	96	364	558	215	114
Agricultural.....	693	*	41	146	190	291	22
Non-Agricultural.....	4,397	101	372	1,436	1,896	691	441
Paid Workers.....	4,511	89	335	1,305	1,755	631	396
Males.....	3,262	74	249	966	1,240	439	294
Females.....	1,249	15	86	339	515	192	102
<i>Persons Without Jobs and Seeking Work</i>							
Both Sexes.....	135	*	19	47	36	15	13
<i>Persons not in the Labour Force</i>							
Both Sexes.....	5,026	152	456	1,431	1,604	919	464
Males.....	984	43	102	249	284	199	107
Females.....	4,042	109	354	1,182	1,320	720	357

\* Less than 10,000.

TABLE A-2.—PERSONS LOOKING FOR WORK IN CANADA

(Estimates in thousands)

SOURCE: D.B.S. Labour Force Survey

	Week Ended November 17, 1956		Week Ended October 20, 1956		Week Ended November 19, 1955	
	Total	Seeking Full-Time Work <sup>(1)</sup>	Total	Seeking Full-Time Work <sup>(1)</sup>	Total	Seeking Full-Time Work <sup>(1)</sup>
Total looking for work.....	144	135	108	99	177	166
Without Jobs.....	135	127	98	90	162	153
Under 1 month.....	72	—	48	—	66	—
1— 3 months.....	46	—	32	—	65	—
4— 6 months.....	*	—	*	—	13	—
7—12 months.....	*	—	*	—	11	—
13—18 months.....	*	—	*	—	*	—
19—and over.....	*	—	*	—	*	—
Worked.....	*	*	10	*	15	13
1—14 hours.....	*	*	*	*	*	*
15—34 hours.....	*	*	*	*	10	*

(1) To obtain number seeking part-time work, subtract figures in this column from these in the "Total" column.

\* Less than 10,000.

B—Labour Income

TABLE B-1.—ESTIMATES OF LABOUR INCOME

( $\$$  Millions)

SOURCE: Dominion Bureau of Statistics

	Agricul- ture, Forestry, Fishing, Trapping, Mining	Manu- facturing	Construc- tion	Utilities, Transport- ation, Communi- cation, Storage, Trade	Finance, Services, (including Govern- ment)	Supple- mentary Labour Income	Total
1949 Average.....	49	214	47	169	147	21	647
1950 Average.....	55	231	47	180	156	24	693
1951 Average.....	72	272	52	208	178	28	810
1952 Average.....	76	303	63	233	199	32	906
1953 Average.....	73	329	70	252	217	35	976
1954 Average.....	73	323	69	261	239	35	1,000
1955 Average.....	77	342	78	278	256	37	1,068
1955—November.....	86	354	89	292	268	39	1,128
December.....	85	357	78	293	265	39	1,117
1956—January.....	75	349	71	280	263	39	1,077
February.....	79	358	69	282	264	38	1,090
March.....	70	365	70	284	266	39	1,094
April.....	68	371	79	291	277	40	1,126
May.....	78	377	92	301	281	40	1,169
June.....	89	381	105	311	288	41	1,215
July.....	95	382	105	317	281	43	1,223
August.....	98	382	108	319	286	43	1,236
September.....	99	392	110	324	299	44	1,268
October.....	104	394	114	324	294	43	1,273
November.....	98	397	101	325	300	44	1,265

## C—Employment, Hours and Earnings

Tables C-1 to C-3 are based on reports from employers having 15 or more employees—At October 1, employers in the principal non-agricultural industries reported a total employment of 2,853,683.

**TABLE C-1.—EMPLOYMENT, PAYROLLS AND WEEKLY WAGES AND SALARIES**

(1949 = 100). (The latest figures are subject to revision)

SOURCE: Employment and Payrolls (Dominion Bureau of Statistics)

Year and Month	Industrial Composite <sup>1</sup>				Manufacturing			
	Index Numbers			Average Weekly Wages and Salaries	Index Numbers			Average Weekly Wages and Salaries
	Employ- ment	Aggregate Weekly Payrolls	Average Wages and Salaries		Employ- ment	Aggregate Weekly Payrolls	Average Wages and Salaries	
				\$				\$
1949—Average.....	100.0	100.0	100.0	42.96	100.0	100.0	100.0	43.97
1950—Average.....	101.5	106.0	104.4	44.84	100.9	106.2	105.1	46.21
1951—Average.....	108.8	125.6	115.5	49.61	108.0	126.1	116.6	51.25
1952—Average.....	111.6	140.3	126.0	54.13	109.3	139.7	127.6	56.11
1953—Average.....	113.4	151.5	133.4	57.30	113.3	152.4	134.2	59.01
1954—Average.....	109.9	151.3	137.1	58.88	107.7	150.0	138.6	60.94
1955—Average.....	112.5	160.1	141.7	60.87	109.3	158.4	144.1	63.34
1955—Oct. 1.....	118.5	170.4	143.1	61.49	113.4	166.2	145.6	64.04
Nov. 1.....	118.2	171.4	144.3	61.97	112.8	166.5	146.8	64.54
Dec. 1.....	117.9	170.9	144.4	62.02	112.3	166.3	147.2	64.71
1956—Jan. 1.....	114.6	162.2	140.9	60.54	109.8	156.9	142.1	62.47
Feb. 1.....	112.3	164.0	145.3	62.43	110.2	164.0	147.9	65.05
Mar. 1.....	113.2	167.3	147.1	63.20	112.3	168.5	149.1	65.57
Apr. 1.....	113.5	168.4	147.6	63.43	113.4	171.2	150.1	66.02
May 1.....	115.2	172.3	148.8	63.93	114.1	174.2	151.7	66.70
June 1.....	119.7	179.0	148.8	63.93	115.4	175.6	151.1	66.46
July 1.....	124.2	187.6	160.3	64.56	118.0	180.6	152.1	66.89
Aug. 1.....	125.4	189.9	160.8	64.77	117.9	179.2	151.1	66.44
Sept. 1.....	125.7	191.0	161.3	65.01	118.0	180.1	151.7	66.71
Oct. 1.....	125.8	194.2	163.7	66.02	118.4	184.1	154.6	67.98

<sup>1</sup> Includes (1) Forestry (chiefly logging), (2) Mining (including milling), quarrying and oil wells, (3) Manufacturing, (4) Construction, (5) Transportation, storage and communication, (6) Public utility operation, (7) Trade, (8) Finance, insurance and real estate and (9) Service, (mainly hotels, restaurants, laundries, dry cleaning plants, business and recreational service).

TABLE C-2.—AREA SUMMARY OF EMPLOYMENT AND AVERAGE WEEKLY WAGES AND SALARIES

(1949 = 100) (The latest figures are subject to revision)

SOURCE: Employment and Payrolls (Dominion Bureau of Statistics)

Area	Employment Index Numbers			Average Weekly Wages and Salaries, in Dollars		
	Oct. 1 1956	Sept. 1 1956	Oct. 1 1955	Oct. 1 1956	Sept. 1 1956	Oct. 1 1955
(a) Provinces						
Newfoundland.....	154.7	156.1	147.5	59.65	58.34	54.46
Prince Edward Island.....	127.3	127.3	124.2	47.93	46.92	44.60
Nova Scotia.....	104.5	106.9	103.2	53.86	53.25	50.08
New Brunswick.....	113.9	116.7	110.7	55.93	55.91	51.50
Quebec.....	125.9	125.2	118.8	63.42	62.51	59.27
Ontario.....	124.5	123.4	117.1	68.21	67.17	64.20
Manitoba.....	113.1	113.8	109.7	62.34	61.84	58.60
Saskatchewan.....	129.6	131.0	123.9	64.01	63.79	58.62
Alberta (including Northwest Territories).....	153.7	162.5	142.7	69.90	68.22	62.27
British Columbia (including Yukon).....	129.6	131.1	120.4	72.38	70.83	66.35
Canada.....	125.8	125.7	118.5	66.02	65.01	61.49
(b) Metropolitan Areas						
St. John's.....	136.4	134.7	129.5	48.95	47.34	45.27
Sydney.....	93.5	92.8	89.9	65.74	65.41	61.84
Halifax.....	118.9	120.5	115.4	51.80	52.07	48.75
Saint John.....	97.7	101.2	98.3	50.35	49.40	47.48
Quebec.....	116.5	116.1	112.9	54.48	54.04	52.48
Sherbrooke.....	108.8	111.2	105.6	56.22	54.02	52.52
Three Rivers.....	124.8	127.3	110.4	61.54	61.56	58.82
Drummondville.....	75.5	75.9	77.2	55.42	55.64	53.64
Montreal.....	124.7	122.7	117.3	64.30	63.65	60.47
Ottawa—Hull.....	122.8	123.3	117.8	59.76	59.81	57.15
Peterborough.....	108.6	107.5	99.0	71.31	69.42	64.69
Oshawa.....	152.0	163.4	85.2	68.27	73.87	64.35
Niagara Falls.....	145.3	138.0	143.5	69.04	69.21	63.99
St. Catharines.....	128.4	129.7	106.3	75.65	74.13	72.38
Toronto.....	130.1	129.3	124.2	68.95	68.09	65.48
Hamilton.....	115.2	114.7	111.7	72.07	70.72	66.73
Brantford.....	82.4	84.0	87.4	61.15	58.85	60.37
Galt.....	109.9	109.5	101.5	60.00	59.55	56.66
Kitchener.....	116.8	115.5	109.7	62.73	61.78	60.86
Sudbury.....	141.4	143.3	132.9	81.32	77.93	77.26
London.....	121.1	117.7	114.0	62.40	61.87	58.86
Sarnia.....	140.9	137.7	126.8	81.94	82.69	75.51
Windsor.....	96.6	87.1	105.6	73.42	71.53	73.10
Sault Ste. Marie.....	135.2	136.2	120.3	84.35	83.48	72.72
Ft. William—Pt. Arthur.....	117.2	118.5	112.9	67.53	66.71	62.90
Winnipeg.....	110.0	109.5	107.6	59.02	58.40	56.23
Regina.....	123.8	122.7	118.7	59.59	60.31	56.07
Saskatoon.....	129.0	127.9	124.6	57.45	57.13	54.11
Edmonton.....	185.4	187.9	165.5	67.70	66.30	59.75
Calgary.....	160.1	164.0	147.0	63.88	62.61	59.76
Vancouver.....	122.3	123.5	111.9	69.42	68.20	64.87
Victoria.....	126.9	124.8	121.0	61.32	60.91	60.34

**TABLE C-3. INDUSTRY SUMMARY OF EMPLOYMENT AND AVERAGE WEEKLY WAGES AND SALARIES**

(1949 = 100) (The latest figures are subject to revision)

SOURCE: Employment and Payrolls (Dominion Bureau of Statistics)

Industry	Employment Index Numbers			Average Weekly Wages and Salaries, in Dollars		
	Oct. 1 1956	Sept. 1 1956	Oct. 1 1955	Oct. 1 1956	Sept. 1 1956	Oct. 1 1955
<b>Mining</b> .....	<b>126.7</b>	<b>128.6</b>	<b>116.5</b>	<b>80.16</b>	<b>78.01</b>	<b>73.99</b>
Metal mining.....	131.0	132.6	119.4	82.75	80.16	76.87
Gold.....	75.2	76.4	80.6	70.88	70.20	68.44
Other metal.....	182.7	184.6	155.5	87.28	83.98	80.95
Fuels.....	112.8	112.6	103.4	79.26	77.81	71.56
Coal.....	66.2	64.9	68.0	63.45	61.13	61.21
Oil and natural gas.....	274.9	278.4	220.0	92.49	91.32	82.07
Non-metal.....	150.2	159.5	144.4	71.95	70.29	68.53
<b>Manufacturing</b> .....	<b>118.4</b>	<b>118.0</b>	<b>113.4</b>	<b>67.98</b>	<b>66.71</b>	<b>64.04</b>
Food and beverages.....	124.0	123.7	119.3	57.02	56.64	54.41
Meat products.....	127.6	129.9	121.1	66.05	66.09	65.66
Canned and preserved fruits and vegetables.....	203.6	181.6	178.7	44.45	40.67	41.73
Grain mill products.....	102.6	103.4	107.3	66.08	65.25	62.62
Bread and other bakery products.....	109.7	110.8	109.0	58.26	57.83	53.88
Biscuits and crackers.....	101.5	99.0	99.7	49.72	49.87	49.20
Distilled and malt liquors.....	114.2	114.1	109.2	74.25	75.40	71.11
Tobacco and tobacco products.....	82.3	79.6	78.7	64.14	63.94	64.30
Rubber products.....	117.1	116.4	115.3	69.69	68.40	66.06
Leather products.....	89.9	90.2	88.6	46.77	45.76	44.91
Boots and shoes (except rubber).....	93.1	94.1	91.0	44.27	43.64	42.80
Textile products (except clothing).....	86.1	86.5	87.4	54.41	53.90	52.94
Cotton yarn and broad woven goods.....	90.0	90.3	88.3	51.81	51.25	51.26
Woollen goods.....	75.2	74.7	74.3	52.23	51.45	50.72
Synthetic textiles and silk.....	80.5	83.7	87.3	61.41	61.63	57.96
Clothing (textile and fur).....	94.7	93.9	95.3	45.49	44.27	42.09
Men's clothing.....	102.7	101.7	99.5	44.59	43.29	40.88
Women's clothing.....	95.8	93.0	96.0	47.04	46.35	41.92
Knit goods.....	78.7	80.6	84.2	44.65	43.68	43.86
Wood products.....	115.4	117.2	113.7	60.17	59.43	57.33
Saw and planing mills.....	118.8	121.8	119.4	61.75	59.68	58.73
Furniture.....	115.2	113.2	108.6	58.80	57.90	56.02
Wood products.....	100.8	103.5	97.1	54.58	52.82	52.24
Paper products.....	127.4	129.6	123.5	81.17	80.32	75.61
Pulp and paper mills.....	130.7	133.6	126.4	87.13	86.26	80.88
Other paper products.....	119.5	119.8	116.4	65.24	64.15	61.63
Printing, publishing and allied industries.....	116.5	115.0	112.5	72.62	71.61	68.67
Iron and steel products.....	112.8	113.0	106.7	77.85	75.63	72.68
Agricultural implements.....	41.0	46.7	61.7	72.13	67.47	68.21
Fabricated and structural steel.....	156.1	159.5	130.8	80.48	80.21	75.59
Hardware and tools.....	104.2	118.0	105.5	75.10	64.87	67.21
Heating and cooking appliances.....	112.0	111.2	104.3	68.22	64.43	63.69
Iron castings.....	108.8	103.7	101.5	74.75	72.48	74.09
Machinery mfg.....	125.8	125.4	111.3	75.73	73.41	70.54
Primary iron and steel.....	127.2	127.9	114.9	88.06	86.18	79.51
Sheet metal products.....	117.6	117.1	114.3	74.21	72.46	70.18
Transportation equipment.....	135.8	131.1	122.6	75.24	73.57	72.29
Aircraft and parts.....	347.4	343.0	317.3	81.03	79.37	77.01
Motor vehicles.....	111.3	99.9	104.4	80.75	78.82	81.61
Motor vehicle parts and accessories.....	120.3	113.0	91.9	72.91	72.52	71.27
Railroad and rolling stock equipment.....	96.5	94.8	84.2	69.15	67.12	63.93
Shipbuilding and repairing.....	145.2	147.0	137.6	70.82	69.42	65.91
Non-ferrous metal products.....	136.7	138.0	129.6	77.38	75.87	73.72
Aluminum products.....	144.7	145.5	132.0	71.61	70.51	68.44
Brass and copper products.....	111.5	111.2	109.2	73.84	71.78	70.49
Smelting and refining.....	162.7	165.9	154.6	83.66	82.18	79.60
Electrical apparatus and supplies.....	156.3	155.8	145.2	74.22	72.87	68.80
Non-metallic mineral products.....	138.9	139.5	131.9	70.97	69.62	67.10
Clay products.....	118.1	120.0	115.7	66.90	64.76	63.47
Glass and glass products.....	136.1	136.3	126.9	66.19	65.40	64.11
Products of petroleum and coal.....	137.9	138.5	129.6	94.25	94.11	90.19
Chemical products.....	129.8	129.5	124.0	75.15	74.05	70.62
Medicinal and pharmaceutical preparations.....	116.8	115.6	112.2	68.88	67.75	65.38
Acids, alkalis and salts.....	137.9	135.9	128.7	85.02	83.01	78.03
Miscellaneous manufacturing industries.....	111.7	109.4	106.3	57.97	57.22	55.03
<b>Construction</b> .....	<b>151.9</b>	<b>156.6</b>	<b>138.2</b>	<b>72.80</b>	<b>71.25</b>	<b>63.19</b>
Building and structures.....	160.6	164.2	138.9	79.03	77.85	68.51
Building.....	165.5	167.7	141.5	77.84	76.59	68.04
Engineering work.....	139.5	148.8	127.7	85.19	84.01	70.67
Highways, bridges and streets.....	138.0	144.5	137.1	61.14	59.21	54.54
<b>Service</b> .....	<b>128.9</b>	<b>134.4</b>	<b>119.6</b>	<b>43.30</b>	<b>42.37</b>	<b>40.91</b>
Hotels and restaurants.....	125.0	131.8	116.0	36.33	35.25	35.24
Laundries and dry cleaning plants.....	113.2	112.8	106.6	39.67	39.22	38.24
Other service.....	163.3	172.1	151.5	64.07	62.89	58.62
<b>Industrial composite</b> .....	<b>125.8</b>	<b>125.7</b>	<b>118.5</b>	<b>66.02</b>	<b>65.01</b>	<b>61.49</b>

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Tables C-4 and C-5 are based on reports from a somewhat smaller number of firms than Tables C-1 to C-3. They relate only to wage-earners for whom statistics of hours of work are also available whereas Tables C-1 to C-3 relate to salaried employees as well as to all wage-earners of the co-operative firms.

**TABLE C-4.—HOURS AND EARNINGS IN MANUFACTURING BY PROVINCES**

(Hourly-Rated Wage-Earners) SOURCE: Man-Hours and Hourly Earnings (Dominion Bureau of Statistics)

(The latest figures are subject to revision)

	Average Hours Worked			Average Hourly Earnings (in cents)		
	Nov. 1, 1956	Oct. 1, 1956	Nov. 1, 1955	Nov. 1, 1956	Oct. 1, 1956	Nov. 1, 1955
Newfoundland.....	41.9	40.6	40.4	147.4	143.7	138.6
Nova Scotia.....	40.8	41.4	41.0	134.0	136.2	127.9
New Brunswick.....	42.5	42.2	42.3	138.3	136.7	129.9
Quebec.....	42.9	43.0	43.2	139.4	139.2	131.3
Ontario.....	41.2	41.1	41.3	162.9	160.7	152.6
Manitoba.....	41.1	40.9	40.9	146.3	144.7	138.4
Saskatchewan.....	40.1	40.0	40.9	157.3	157.7	153.0
Alberta (1).....	41.1	40.0	41.1	158.0	157.6	151.8
British Columbia (2).....	38.7	38.9	38.5	184.1	181.9	175.8

(1) Includes Northwest Territories.

(2) Includes Yukon Territory.

NOTE: Information on hours and earnings by cities is obtainable from *Man-Hours and Hourly Earnings* (Dominion Bureau of Statistics).

**TABLE C-6.—EARNINGS, HOURS AND REAL EARNINGS FOR WAGE EARNERS IN MANUFACTURING INDUSTRIES IN CANADA**

SOURCE: Man Hours and Hourly Earnings: Prices and Price Indexes, D.B.S.

Period	Average Hours Worked Per Week	Average Hourly Earnings	Average Weekly Earnings	Index Numbers (Av. 1949 = 100)		
				Average Weekly Earnings	Consumer Price Index	Average Real Weekly Earnings
		cts.	\$			
Monthly Average 1949.....	42.3	98.6	41.71	100.0	100.0	100.0
Monthly Average 1950.....	42.3	103.6	43.82	105.1	102.9	102.1
Monthly Average 1951.....	41.8	116.8	48.82	117.0	113.7	102.9
Monthly Average 1952.....	41.5	129.2	53.82	128.6	116.5	110.4
Monthly Average 1953.....	41.3	135.8	56.09	134.5	115.5	116.5
Monthly Average 1954.....	40.6	140.8	57.16	137.0	116.2	117.9
Monthly Average 1955.....	41.0	144.5	59.25	142.1	116.4	122.0
Week Preceding:						
October 1, 1955.....	41.5	144.8	60.09	144.1	116.9	123.3
November 1, 1955.....	41.7	145.4	60.63	145.4	116.9	124.4
December 1, 1955.....	41.6	146.1	60.78	145.7	116.9	124.6
January 1, 1956.....	41.4*	147.5	61.07*	146.4	116.8	125.3
February 1, 1956.....	41.2	147.3	60.69	145.5	116.4	125.0
March 1, 1956.....	41.3	148.5	61.33	147.0	116.4	126.3
April 1, 1956.....	41.1	150.5	61.86	148.3	116.6	127.2
May 1, 1956.....	41.4	151.1	62.56	150.0	116.6	128.6
June 1, 1956.....	40.9	151.9	62.13	149.0	117.8	126.5
July 1, 1956.....	41.2	152.7	62.91	150.8	118.5	127.3
August 1, 1956.....	40.8	152.4	62.18	149.1	119.1	125.2
Sept. 1, 1956.....	41.1	152.1	62.51	149.9	119.0	126.0
Oct. (1) 1, 1956.....	41.5	153.3	63.62	152.5	119.8	127.3

NOTE: Average Real Weekly Earnings were computed by dividing the Consumer Price Index into the average weekly earnings index. (Average 1949 = 100) by the Economics and Research Branch, Department of Labour.

\* Figures adjusted for holidays. The actual figures for January 1, 1956 are 39.0 and \$57.53.

(1) Latest figures subject to revision.



## D—National Employment Service Statistics

Tables D-1 to D-5 are based on regular statistical reports from local offices of the National Employment Service. These statistics are compiled from two different reporting forms, UIC 751: statistical report on employment operations by industry, and UIC 757: inventory of registrations and vacancies by occupation. The data on applicants and vacancies in these two reporting forms are not identical.

**TABLE D-1.—UNFILLED VACANCIES AND LIVE APPLICATIONS FOR EMPLOYMENT**

(SOURCE: Form U.I.C. 757)

Period	Unfilled Vacancies*			Live Applications for Employment		
	Male	Female	Total	Male	Female	Total
Date Nearest:						
January 1, 1951.....	24,402	9,968	34,370	173,186	53,691	226,877
January 1, 1952.....	21,192	8,218	29,410	216,839	73,400	290,239
January 1, 1953.....	12,051	12,143	24,194	254,660	60,901	315,561
January 1, 1954.....	8,298	9,121	17,419	354,965	84,306	439,271
January 1, 1955.....	8,420	7,776	16,196	371,959	93,805	465,764
January 1, 1956.....	17,986	12,111	30,097	312,066	84,815	396,881
February 1, 1956.....	18,180	12,992	31,172	396,642	107,850	504,492
March 1, 1956.....	20,559	14,299	34,858	418,909	107,927	526,836
April 1, 1956.....	23,010	15,668	38,678	428,221	104,745	532,966
May 1, 1956.....	35,698	19,913	55,611	313,750	89,239	402,989
June 1, 1956.....	44,157	22,612	66,769	160,642	68,697	229,339
July 1, 1956.....	40,016	22,292	62,308	116,849	72,618	189,467
August 1, 1956.....	38,195	19,636	57,831	105,417	69,272	174,689
September 1, 1956.....	39,324	22,039	61,363	101,718	60,377	162,095
October 1, 1956.....	40,726	21,827	62,553	97,699	59,502	157,201
November 1, 1956.....	31,997	17,164	49,161	108,703	65,017	173,720
December 1, 1956 (1).....	27,634	16,442	44,076	171,326	74,709	246,035
January 1, 1957 (1).....	19,784	13,440	33,224	343,956	92,207	436,163

\* Current vacancies only. Deferred vacancies are excluded.

(1) Latest figures subject to revision.

**TABLE D-2.—UNFILLED VACANCIES BY INDUSTRY AND BY SEX AS AT NOVEMBER 30, 1956 <sup>(1)</sup>**

(Source: Form U.I.C. 751)

Industry	Male	Female	Total	Change from			
				October 31, 1956	November 30, 1955		
Agriculture, Fishing, Trapping.....	491	97	588	—	491	+	102
Forestry.....	8,570	8	8,578	—	2,514	+	16
Mining, Quarrying and Oil Wells.....	1,084	68	1,152	—	156	+	617
Metal Mining.....	616	18	634	—	90	+	434
Fuels.....	384	23	407	—	63	+	175
Non-Metal Mining.....	27	3	30	—	21	+	4
Quarrying, Clay and Sand Pits.....	18	4	22	+	3	+	19
Prospecting.....	39	20	59	+	15	—	15
Manufacturing.....	4,531	2,798	7,329	—	1,561	+	914
Foods and Beverages.....	247	153	400	—	410	+	37
Tobacco and Tobacco Products.....	140	342	482	+	456	+	145
Rubber Products.....	40	27	67	+	2	—	3
Leather Products.....	75	138	213	—	84	+	10
Textile Products (except clothing).....	187	170	357	—	197	+	147
Clothing (textile and fur).....	133	1,163	1,296	—	398	+	126
Wood Products.....	492	84	576	—	84	+	207
Paper Products.....	179	62	241	—	35	+	78
Printing, Publishing and Allied Industries.....	172	94	266	—	32	—	26
Iron and Steel Products.....	904	137	1,041	—	222	+	291
Transportation Equipment.....	1,044	68	1,112	—	156	—	83
Non-Ferrous Metal Products.....	137	52	189	—	81	—	49
Electrical Apparatus and Supplies.....	373	132	505	—	57	—	37
Non-Metallic Mineral Products.....	82	24	106	—	66	+	6
Products of Petroleum and Coal.....	44	9	53	—	4	+	16
Chemical Products.....	168	71	239	—	76	+	43
Miscellaneous Manufacturing Industries.....	114	72	186	—	117	+	6
Construction.....	2,399	119	2,518	—	2,013	+	582
General Contractors.....	1,651	57	1,708	—	1,552	+	368
Special Trade Contractors.....	748	62	810	—	461	+	214
Transportation, Storage and Communication.....	991	390	1,381	—	912	+	445
Transportation.....	825	139	964	—	731	+	286
Storage.....	48	20	68	—	15	+	34
Communication.....	118	231	349	—	166	+	125
Public Utility Operation.....	205	36	241	—	38	+	105
Trade.....	2,439	3,073	5,512	—	771	+	298
Wholesale.....	755	485	1,240	—	474	+	69
Retail.....	1,684	2,588	4,272	—	297	+	229
Finance, Insurance and Real Estate.....	649	808	1,457	+	1	+	108
Service.....	6,755	9,280	16,035	+	3,234	—	789
Community or Public Service.....	454	1,362	1,816	—	217	+	431
Government Service.....	5,072	1,683	6,755	+	5,057	—	1,876
Recreation Service.....	146	114	260	—	140	+	109
Business Service.....	561	319	880	—	107	+	50
Personal Service.....	522	5,802	6,324	—	1,359	+	497
GRAND TOTAL.....	28,114	16,677	44,791	—	5,221	+	2,398

(1) Preliminary—subject to revision.  
Current vacancies only. Deferred vacancies are excluded.

**TABLE D-3.—UNFILLED VACANCIES AND LIVE APPLICATIONS FOR EMPLOYMENT  
BY OCCUPATION AND BY SEX AS AT NOVEMBER 29, 1956, (1)**

(Source: Form U.I.C. 757)

Occupational Group	Unfilled Vacancies (2)			Live Applications for Employment		
	Male	Female	Total	Male	Female	Total
Professional and managerial workers.....	2,439	858	3,297	3,449	1,246	4,695
Clerical workers.....	5,939	4,635	10,574	10,278	22,067	32,345
Sales workers.....	1,234	1,940	3,174	3,599	8,744	12,343
Personal and domestic service workers...	710	6,476	7,186	20,634	13,857	34,491
Seamen.....	36	.....	36	1,017	6	1,023
Agriculture and fishing.....	498	10	508	2,306	423	2,729
Skilled and semiskilled workers.....	14,433	1,593	16,026	70,965	13,753	84,718
Food and kindred products (inc. tobacco).....	59	11	70	849	317	1,166
Textiles, clothing, etc.....	171	1,186	1,357	2,068	8,235	10,303
Lumber and wood products.....	8,303	2	8,305	6,787	151	6,938
Pulp, paper (inc. printing).....	81	10	91	484	333	817
Leather and leather products.....	26	71	97	825	918	1,743
Stone, clay and glass products.....	12	4	16	251	39	290
Metalworking.....	1,081	33	1,114	7,088	758	7,846
Electrical.....	364	25	389	737	815	1,552
Transportation equipment.....	35	.....	35	481	32	513
Mining.....	560	.....	560	737	.....	737
Construction.....	1,187	.....	1,187	22,111	5	22,116
Transportation (except seamen).....	773	30	803	12,636	88	12,724
Communications and public utility...	80	1	81	353	2	355
Trade and service.....	152	155	307	2,167	1,166	3,333
Other skilled and semiskilled.....	1,366	53	1,419	9,673	660	10,333
Foremen.....	47	9	56	1,711	224	1,935
Apprentices.....	136	3	139	2,007	10	2,017
Unskilled workers.....	2,345	930	3,275	59,078	14,613	73,691
Food and tobacco.....	153	424	577	2,679	3,822	6,501
Lumber and lumber products.....	230	20	250	6,644	326	6,970
Metalworking.....	77	5	82	3,336	400	3,736
Construction.....	752	.....	752	29,156	4	29,160
Other unskilled workers.....	1,133	481	1,614	17,263	10,061	27,324
<b>GRAND TOTAL.....</b>	<b>27,634</b>	<b>16,442</b>	<b>44,076</b>	<b>171,326</b>	<b>74,709</b>	<b>246,035</b>

(1) Preliminary—subject to revision.

(2) Current vacancies only. Deferred vacancies are excluded.

**TABLE D-4.—UNFILLED VACANCIES AND LIVE APPLICATIONS AT NOVEMBER 29, 1956**  
(Source: U.I.C. 757)

Office	Unfilled Vacancies(2)			Live Applications		
	(1) Nov. 29, 1956	Previous Month Nov. 1, 1956	Previous Year Dec. 1, 1955	(1) Nov. 29, 1956	Previous Month Nov. 1, 1956	Previous Year Dec. 1, 1955
<b>Newfoundland</b> .....	<b>441</b>	<b>626</b>	<b>302</b>	<b>8,373</b>	<b>4,050</b>	<b>6,505</b>
Corner Brook.....	7	11	8	1,727	990	1,378
Grand Falls.....	63	78	1	1,161	420	597
St. John's.....	371	537	293	5,485	2,640	4,530
<b>Prince Edward Island</b> .....	<b>143</b>	<b>166</b>	<b>162</b>	<b>1,628</b>	<b>836</b>	<b>1,539</b>
Charlottetown.....	107	112	125	1,127	594	932
Summerside.....	36	54	37	501	242	607
<b>Nova Scotia</b> .....	<b>1,333</b>	<b>1,386</b>	<b>1,078</b>	<b>11,221</b>	<b>8,022</b>	<b>12,611</b>
Amherst.....	30	19	32	508	306	507
Bridgewater.....	20	31	17	470	285	499
Halifax.....	823	767	727	3,073	2,543	3,630
Inverness.....				254	185	343
Kentville.....	60	184	84	942	483	889
Liverpool.....	149	171	89	215	190	175
New Glasgow.....	73	92	83	1,326	962	1,609
Springhill.....		9		587	192	466
Sydney.....	96	34	24	2,069	1,787	2,513
Truro.....	72	66	42	801	497	890
Yarmouth.....	10	13	10	976	592	1,090
<b>New Brunswick</b> .....	<b>1,157</b>	<b>1,689</b>	<b>949</b>	<b>11,220</b>	<b>7,494</b>	<b>11,388</b>
Bathurst.....	10	18	18	1,217	477	967
Campbellton.....	72	93	44	640	345	617
Edmundston.....	30	40	34	597	328	683
Fredericton.....	248	380	152	670	500	692
Minto.....	172	243	49	280	232	373
Moncton.....	378	590	395	3,153	1,948	2,882
Newcastle.....	4	18	1	1,107	618	860
Saint John.....	152	185	189	2,245	2,144	2,690
St. Stephen.....	6	17	17	707	502	837
Sussex.....	20	36	19	256	205	309
Woodstock.....	65	63	31	345	195	478
<b>Quebec</b> .....	<b>14,690</b>	<b>17,758</b>	<b>14,815</b>	<b>67,874</b>	<b>49,364</b>	<b>73,930</b>
Asbestos.....	24	30	35	394	304	262
Beauharnois.....	22	41	34	375	261	396
Buckingham.....	46	26	12	575	427	459
Causapscal.....	302	436	360	472	445	754
Chandler.....	60	19	69	324	149	279
Chicoutimi.....	494	669	147	713	560	851
Dolbeau.....	154	330	194	242	187	303
Drummondville.....	73	45	48	1,102	906	1,175
Farnham.....	90	92	68	518	366	719
Forestville.....	1,409	1,490	630	205	198	214
Gaspé.....	37	25	1	353	117	292
Granby.....	58	55	23	964	729	1,259
Hull.....	68	69	64	1,890	1,120	1,732
Joliette.....	155	195	237	1,482	1,096	1,593
Jonquière.....	135	215	64	840	640	952
Lachute.....	49	56	24	423	309	395
La Malbaie.....	1			467	227	354
La Tuque.....	1,705	1,826	2,465	391	307	309
Lévis.....	88	132	44	1,380	915	1,645
Louiseville.....	64	125	37	424	278	273
Magog.....	6	16	12	430	351	307
Maniwaki.....	24	10	53	196	107	175
Matane.....	627	483	100	357	155	464
Mégantic.....	10	23	13	418	251	535
Mont-Laurier.....	32	17	8	283	234	257
Montmagny.....	27	27	27	711	385	593
Montréal.....	4,565	6,211	4,400	22,768	17,331	28,081
New Richmond.....	10	16	16	397	163	475
Port Alfred.....	5	38	438	263	271	310
Québec.....	636	917	665	7,650	5,488	7,808
Rimouski.....	263	301	1,459	915	565	875
Rivière du Loup.....	59	72	32	1,214	647	1,058
Roberval.....	143	131	147	268	184	230
Rouyn.....	432	395	453	839	794	953
Ste. Agathe.....	44	11	82	350	230	375
Ste. Anne de Bellevue.....	99	128	41	398	256	525
Ste. Thérèse.....	40	116	39	928	509	813
St. Georges Est.....	264	434	212	838	779	784
St. Hyacinthe.....	38	46	88	1,319	925	1,097
St. Jean.....	71	93	88	966	734	955
St. Jérôme.....	24	58	32	926	641	900
Ville d'Alma.....	272	228	77	718	534	933
Sept Îles.....	406	423	232	357	164	464
Shawinigan Falls.....	186	160	61	1,733	1,357	1,884
Sherbrooke.....	225	144	299	2,458	1,763	2,260
Sorel.....	96	108	18	1,140	776	746
Thetford Mines.....	64	66	28	723	559	768
Trois-Rivières.....	374	455	769	2,219	1,557	2,460

**TABLE D-4.—UNFILED VACANCIES AND LIVE APPLICATIONS AT NOVEMBER 29, 1956**

(Source: U.I.C. 757)

Office	Unfiled Vacancies <sup>(1)</sup>			Live Applications		
	(1) Nov. 29, 1956	Previous Month Nov. 1, 1956	Previous Year Dec. 1, 1955	(1) Nov. 29, 1956	Previous Month Nov. 1, 1956	Previous Year Dec. 1, 1955
<b>Quebec—Con.</b>						
Val d'Or.....	470	597	285	772	650	851
Valleyfield.....	92	118	42	762	629	830
Victoriaville.....	52	40	43	1,034	834	948
<b>Ontario.....</b>	<b>14,844</b>	<b>16,121</b>	<b>12,398</b>	<b>77,348</b>	<b>62,322</b>	<b>79,503</b>
Amprior.....	67	69	69	177	96	165
Barrie.....	47	60	64	635	469	890
Belleville.....	33	20	18	787	498	984
Bracebridge.....	73	84	72	497	286	547
Brampton.....	33	55	36	332	241	393
Brantford.....	65	93	71	1,981	2,015	1,455
Brockville.....	42	41	29	215	137	246
Carleton Place.....		7	3	133	81	155
Chatham.....	148	119	41	1,484	1,085	1,560
Cobourg.....	13	8	7	497	506	427
Collingwood.....	12	14	35	424	303	540
Cornwall.....	156	174	137	1,395	1,126	1,327
Fort Erie.....	20	12	59	385	252	564
Fort Frances.....	105	55	6	214	89	321
Fort William.....	499	700	239	724	589	961
Galt.....	106	111	68	487	435	603
Gananoque.....	4	5	6	213	140	176
Goderich.....	20	36	20	281	217	332
Guelph.....	109	122	87	800	632	910
Hamilton.....	920	1,102	860	6,125	5,159	5,052
Hawkesbury.....	12	24	8	446	261	513
Ingersoll.....	63	40	17	297	297	274
Kapuskasing.....	79	306	39	201	147	533
Kenora.....	56	136	12	338	159	504
Kingston.....	91	110	109	936	625	963
Kirkland Lake.....	200	244	106	399	319	573
Kitchener.....	98	150	115	934	562	1,125
Leamington.....	19	19	27	475	615	590
Lindsay.....	73	37	61	340	233	535
Listowel.....	29	47	20	163	76	205
London.....	1,426	770	552	2,856	2,316	3,097
Midland.....	19	20	5	426	232	417
Napanee.....	4	12	3	315	168	328
Newmarket.....	43	124		435	303	
New Toronto.....	135	235	112	1,542	1,274	1,525
Niagara Falls.....	219	119	125	1,195	617	1,430
North Bay.....	93	73	28	633	358	807
Oakville.....	233	339	128	316	215	242
Orillia.....	26	23	32	475	290	594
Oshawa.....	182	348	84	1,857	2,062	2,289
Ottawa.....	1,072	1,248	1,939	3,084	2,106	2,912
Owen Sound.....	53	62	40	1,007	584	1,010
Parry Sound.....	2		5	125	58	202
Pembroke.....	205	245	143	916	581	952
Pertl.....	30	27	16	236	119	283
Peterborough.....	93	177	100	1,500	1,154	1,624
Pictou.....	14	11	9	310	205	324
Port Arthur.....	425	777	63	959	717	1,593
Port Colborne.....	11	6	6	319	240	343
Prescott.....	21	18	10	356	154	343
Renfrew.....	12	21	7	308	179	348
St. Catharines.....	131	134	80	1,795	1,352	2,309
St. Thomas.....	461	137	354	882	356	500
Sarnia.....	136	117	66	1,376	889	1,141
Sault Ste. Marie.....	431	520	147	716	543	836
Simcoe.....	51	56	19	467	328	463
Sioux Lookout.....	26	64	30	80	56	131
Smiths Falls.....	9	5	19	232	142	304
Stratford.....	27	52	16	360	277	374
Sturgeon Falls.....	4	8	15	533	261	694
Sudbury.....	248	285	174	1,062	831	1,646
Timmins.....	514	741	159	874	576	993
Toronto.....	3,697	4,639	4,142	17,724	13,392	18,457
Trenton.....	60	72	32	517	378	725
Walkerton.....	50	61	26	216	127	335
Wallaceburg.....	3	12	11	432	283	303
Welland.....	88	107	20	738	461	937
Weston.....	160	173	532	931	804	982
Windsor.....	308	244	669	6,468	9,391	4,040
Woodstock.....	30	26	39	430	303	267
<b>Manitoba.....</b>	<b>4,074</b>	<b>3,031</b>	<b>3,429</b>	<b>13,019</b>	<b>7,857</b>	<b>14,733</b>
Brandon.....	302	295	194	941	496	1,155
Dauphin.....	48	25	12	472	189	673
Flin Flon.....	73	77	49	156	158	194
Portage la Prairie.....	45	37	57	512	271	693
The Pas.....	6	9	0	100	102	102
Winnipeg.....	3,600	2,588	3,108	10,838	6,641	11,916

TABLE D-4.—UNFILLED VACANCIES AND LIVE APPLICATIONS AT NOVEMBER 29, 1956  
(SOURCE: U.I.C. 757)

Office	Unfilled Vacancies <sup>(2)</sup>			Live Applications		
	(1)	Previous Month	Previous Year	(1)	Previous Month	Previous Year
	Nov. 29, 1956	Nov. 1, 1956	Dec. 1, 1955	Nov. 29, 1956	Nov. 1, 1956	Dec. 1, 1955
<b>Saskatchewan.....</b>	<b>1,428</b>	<b>1,653</b>	<b>718</b>	<b>7,098</b>	<b>4,029</b>	<b>10,651</b>
Estevan.....	58	105	32	190	111	194
Moose Jaw.....	240	306	128	669	435	1,052
North Battleford.....	70	102	39	517	220	75
Prince Albert.....	54	76	27	921	557	1,047
Regina.....	677	369	208	1,900	1,059	2,992
Saskatoon.....	145	267	136	1,543	1,037	2,465
Swift Current.....	65	145	61	326	172	517
Weyburn.....	32	118	26	154	74	283
Yorkton.....	87	165	61	878	364	1,350
<b>Alberta.....</b>	<b>3,547</b>	<b>3,960</b>	<b>2,834</b>	<b>10,929</b>	<b>6,814</b>	<b>15,716</b>
Blairmore.....	63	84	44	180	98	290
Calgary.....	861	976	1,369	3,715	2,651	5,136
Drumheller.....	14	50	25	174	104	212
Edmonton.....	2,111	1,559	996	4,605	2,655	6,746
Edson.....	53	737	61	195	155	263
Lethbridge.....	154	292	197	866	468	1,568
Medicine Hat.....	174	137	80	636	385	874
Red Deer.....	117	125	62	558	298	627
<b>British Columbia.....</b>	<b>2,419</b>	<b>2,761</b>	<b>5,179</b>	<b>37,325</b>	<b>22,932</b>	<b>41,754</b>
Chilliwack.....	41	64	37	1,162	747	1,586
Courtenay.....	19	21	22	480	305	1,201
Cranbrook.....	7	6	16	259	150	344
Dawson Creek.....	48	66	12	175	88	339
Duncan.....	25	43	34	429	375	1,557
Kamloops.....	54	63	128	468	276	549
Kelowna.....	15	13	16	999	289	494
Kitimat.....	167	99	165	208	164	114
Mission City.....	20	11	20	645	477	1,198
Nanaimo.....	35	68	47	804	501	1,575
Nelson.....	12	34	14	608	236	509
New Westminster.....	196	236	129	4,181	3,180	4,689
Penticton.....	11	17	16	849	244	538
Port Alberni.....	14	38	32	523	403	1,371
Prince George.....	122	177	91	1,258	764	1,230
Prince Rupert.....	61	93	36	762	596	770
Princeton.....	2	7	9	149	73	151
Trail.....	5	6	30	438	243	432
Vancouver.....	1,187	1,361	3,993	19,126	11,235	19,001
Vernon.....	31	23	38	691	280	816
Victoria.....	313	282	267	2,870	2,186	2,933
Whitehorse.....	34	33	27	241	120	357
<b>Canada.....</b>	<b>44,076</b>	<b>49,151</b>	<b>41,864</b>	<b>246,035</b>	<b>173,720</b>	<b>268,330</b>
Males.....	27,634	31,997	26,895	171,326	108,703	194,478
Females.....	16,442	17,154	14,969	74,709	65,017	73,852

<sup>1</sup> Preliminary subject to revision.  
<sup>2</sup> Current vacancies only. Deferred vacancies are excluded.

TABLE D-5.—PLACEMENTS EFFECTED BY EMPLOYMENT OFFICES  
(SOURCE: Form U.I.C. 751)

1951—1956

Year	Total	Male	Female	Atlantic Region	Quebec Region	Ontario Region	Prairie Region	Pacific Region
1951.....	918,238	655,933	262,305	68,895	223,979	332,499	196,754	96,111
1952.....	980,507	677,777	302,730	84,640	251,744	320,684	207,569	115,870
1953.....	993,406	661,167	332,239	76,913	259,874	342,678	201,670	112,271
1954.....	861,588	545,452	316,136	67,893	209,394	277,417	175,199	131,685
1955.....	953,576	642,726	310,850	67,619	222,370	343,456	178,015	142,116
1955 (11 months).....	884,501	595,633	288,868	62,521	208,648	317,951	163,628	131,755
1956 (11 months).....	981,369	705,310	276,059	64,149	238,675	356,454	195,774	126,317

## E—Unemployment Insurance

**TABLE E-1.—BENEFICIARIES AND BENEFIT PAYMENTS BY PROVINCE,  
NOVEMBER, 1956**

SOURCE: Report on Operation of the Unemployment Insurance Act, D.B.S.

Province	Estimated Average Number of Beneficiaries Per Week* (in thousands)	Number Commencing Benefit on Initial and Renewal Claims	Weeks Paid† (Disability days in Brackets)	Amount of Benefit Paid
Newfoundland.....	2.7	1,942	11,968 (455)	\$ 241,973
Prince Edward Island.....	0.6	430	2,742 (55)	44,044
Nova Scotia.....	6.3	3,942	27,873 (1,943)	503,378
New Brunswick.....	5.2	2,970	23,003 (1,917)	442,903
Quebec.....	33.7	21,550	148,131 (25,252)	2,796,748
Ontario.....	37.1	23,982	163,040 (20,234)	3,251,957
Manitoba.....	5.0	4,083	21,837 (2,190)	412,797
Saskatchewan.....	2.3	1,771	10,219 (992)	188,405
Alberta.....	3.4	2,870	15,217 (1,766)	293,241
British Columbia.....	12.3	10,590	54,325 (4,132)	1,100,025
Total, Canada, November, 1956.....	108.6	74,130	478,265 (58,936)	9,275,471
Total, Canada, October, 1956.....	95.5	50,123	420,207 (61,286)	8,066,104
Total, Canada, November, 1955.....	118.0	65,061	514,456 (63,590)‡	8,661,628

\* Based on the number of payment documents for the month.

† Under the old Act, payment was made on the basis of "days", whereas now the basis is "weekly".

‡ Weeks paid, unemployment after, and not including, October 1.

Days paid, unemployment to October 1 inclusive numbered 14,982.

**TABLE E-2.—CLAIMANTS HAVING AN UNEMPLOYMENT REGISTER IN THE "LIVE  
FILE" ON THE LAST WORKING DAY OF THE MONTH, BY DURATION, SEX AND  
PROVINCE, NOVEMBER, 1956**

SOURCE: Report on Operation of the Unemployment Insurance Act, D.B.S.

Province and Sex	Duration on the Register(weeks)									Nov. 30 1955 Total
	Total	1	2	3-4	5-8	9-12	13-16	17-20	Over 20	
CANADA.....	215,378*	82,339	26,108	28,087	28,459	15,257	9,756	6,805	18,567	219,786
MALE.....	155,850	67,042	20,869	20,814	18,513	8,856	5,549	3,523	10,684	162,252
FEMALE.....	59,528	15,297	5,239	7,273	9,946	6,401	4,207	3,282	7,883	57,534
Newfoundland.....	8,159	3,326	1,473	972	1,068	452	259	188	421	5,264
MALE.....	7,681	3,213	1,430	920	996	399	211	165	347	4,859
FEMALE.....	478	113	43	52	72	53	48	23	74	405
Prince Edward Island.....	1,329	521	208	216	167	63	40	29	85	1,005
MALE.....	1,064	471	180	179	115	34	19	17	49	798
FEMALE.....	265	50	28	37	52	29	21	12	36	207
Nova Scotia.....	12,079	3,722	1,408	1,691	1,833	1,068	571	425	1,361	11,547
MALE.....	10,223	3,367	1,292	1,476	1,503	788	430	321	1,046	9,876
FEMALE.....	1,856	355	116	215	330	280	141	104	315	1,671
New Brunswick.....	11,342	4,423	1,145	1,466	1,710	788	508	354	948	9,603
MALE.....	8,909	3,757	962	1,138	1,235	577	340	240	660	7,728
FEMALE.....	2,433	666	183	328	475	211	168	114	288	1,875
Quebec.....	64,589	24,077	7,765	7,877	9,424	4,791	2,881	2,070	5,704	64,152
MALE.....	45,081	19,444	6,124	5,745	6,118	2,631	1,402	889	2,728	44,653
FEMALE.....	19,508	4,633	1,641	2,132	3,306	2,160	1,479	1,181	2,976	19,499
Ontario.....	64,127	24,131	6,859	7,274	7,732	5,127	3,905	2,547	6,552	64,155
MALE.....	43,538	18,725	5,037	4,822	4,541	2,890	2,337	1,340	3,846	43,546
FEMALE.....	20,589	5,406	1,822	2,452	3,191	2,237	1,568	1,207	2,706	20,609
Manitoba.....	10,964	4,493	1,435	1,679	1,141	655	346	278	937	11,225
MALE.....	7,611	3,559	1,092	1,220	639	303	147	126	525	8,067
FEMALE.....	3,353	934	343	459	502	352	199	152	412	3,158
Saskatchewan.....	5,791	2,290	1,077	903	517	295	175	133	401	8,602
MALE.....	4,511	2,051	942	710	320	138	88	59	213	7,063
FEMALE.....	1,280	239	135	193	197	157	97	74	188	1,539
Alberta.....	9,156	3,940	1,363	1,568	902	433	260	171	519	12,870
MALE.....	7,074	3,413	1,142	1,257	504	189	141	94	334	10,432
FEMALE.....	2,082	527	221	311	398	244	119	77	185	2,438
British Columbia.....	27,842	11,416	3,375	4,441	3,965	1,585	811	610	1,639	31,363
MALE.....	20,158	9,042	2,668	3,347	2,542	907	444	272	936	25,230
FEMALE.....	7,684	2,473	707	1,094	1,423	678	367	338	703	6,133

\* Includes 843 claimants for seasonal benefit.

**TABLE E-3.—INITIAL AND RENEWAL CLAIMS FOR BENEFIT BY PROVINCE,  
NOVEMBER 1956**

SOURCE: Report on Operation of the Unemployment Insurance Act, D.B.S.

Province	Claims filed at Local Offices			Disposal of Claims and Claims Pending at End of Month			
	Total*	Initial	Renewal	Total Disposed of†	Entitled to Benefit	Not Entitled to Benefit	Pending
Newfoundland.....	6,103	4,624	1,479	4,418	2,726	1,692	2,720
Prince Edward Island.....	959	706	253	712	559	153	371
Nova Scotia.....	7,597	5,269	2,328	6,504	5,116	1,388	2,172
New Brunswick.....	7,244	5,077	2,167	5,203	3,848	1,355	3,115
Quebec.....	42,405	28,329	14,076	33,997	26,601	7,396	15,158
Ontario.....	45,360	29,880	15,480	37,182	28,453	8,729	14,548
Manitoba.....	8,331	5,968	2,363	6,813	5,090	1,723	2,156
Saskatchewan.....	4,823	3,784	1,039	3,365	2,338	1,027	1,897
Alberta.....	7,577	5,503	2,074	5,524	4,052	1,472	2,975
British Columbia.....	20,957	15,003	5,954	17,798	13,101	4,697	6,951
Total, Canada, November, 1956..	151,356	104,143	47,213	121,516	91,884	29,632	52,063
Total, Canada, October, 1956.....	87,929	56,687	31,242	83,908	65,593	21,315	22,223
Total, Canada, November, 1955..	159,757	101,075	58,682	133,702	92,644	41,058	50,137

\* In addition, revised claims received numbered 16,782.

† In addition, 16,276 revised claims were disposed of. Of these, 1,321 were special requests not granted and 1,035 were appeals by claimants. There were 2,406 revised claims pending at the end of the month.

**TABLE E-4.—ESTIMATES OF THE INSURED POPULATION UNDER THE  
UNEMPLOYMENT INSURANCE ACT**

SOURCE: Report on Operation of the Unemployment Insurance Act, D.B.S.

Beginning of Month of:	Total	Employed	Claimants*
1955—October.....	3,457,000	3,311,600	145,000
November.....	3,469,000	3,305,900	163,100
December.....	3,517,000	3,297,200	219,800
1956—January.....	3,600,000	3,211,900	388,100†
February.....	3,613,000	3,136,100	476,900†
March.....	3,666,000	3,155,000	511,000†
April.....	3,675,000	3,163,900	511,100†
May.....	3,502,000-	3,209,900	292,100
June.....	3,519,000	3,330,100	188,900
July.....	3,601,000	3,465,000	136,000
August.....	3,644,000	3,505,500	138,500
September.....	3,651,000	3,518,700	132,300
October.....	Not available	Not available	Not available

\* Claimants having an unemployment register in the live file last working day of preceding month. The series prior to November 1955 has been revised to include all claimants (ordinary, short-time and temporary lay-off).

† Includes seasonal benefit claimants.

## F—Prices

**TABLE F-1.—TOTAL AND MAIN COMPONENTS OF THE CONSUMER PRICE INDEX**

(1949 = 100)

Calculated by the Dominion Bureau of Statistics

	Total	Food	Shelter	Clothing	Household Operation	Other Commodi- ties and Services
1949—Year.....	100.0	100.0	100.0	100.0	100.0	100.0
1950—Year.....	102.9	102.6	106.2	99.7	102.4	103.1
1951—Year.....	113.7	117.0	114.4	109.8	113.1	111.5
1952—Year.....	116.5	116.8	102.2	111.8	116.2	116.0
1953—Year.....	115.5	112.6	123.6	110.1	117.0	115.8
1955—December.....	116.9	112.4	131.0	108.5	116.6	118.3
1956—January.....	116.8	111.5	131.3	108.6	116.5	119.0
February.....	116.4	109.9	131.5	108.6	116.7	119.3
March.....	116.4	109.1	131.6	108.7	116.8	119.9
April.....	116.6	109.7	131.9	108.7	116.6	120.1
May.....	116.6	109.3	132.1	108.8	116.5	120.5
June.....	117.8	112.5	132.6	108.6	116.7	120.6
July.....	118.5	114.4	132.7	108.6	116.7	121.1
August.....	119.1	115.9	133.0	108.4	116.8	121.3
September.....	119.0	115.5	133.1	108.4	117.1	121.4
October.....	119.8	117.4	133.3	108.5	117.7	121.6
November.....	120.3	117.9	133.4	108.4	118.1	122.8
December.....	120.4	117.5	133.5	108.6	118.6	122.9

**TABLE F-2.—CONSUMER PRICE INDEXES FOR REGIONAL CITIES OF CANADA  
AT THE BEGINNING OF DECEMBER 1956**

(1949 = 100)

SOURCE: Dominion Bureau of Statistics

	Total			Food	Shelter	Clothing	House- hold Operation	Other Com- modities and Services
	Dec. 1955	Nov. 1956	Dec. 1956					
( <sup>1</sup> ) St. John's, Nfld.....	104.5	107.0	107.5	104.1	110.1	100.3	106.4	115.7
Halifax.....	114.7	118.0	118.5	112.8	127.3	115.1	122.1	121.6
Saint John.....	117.7	120.4	121.1	116.7	131.3	116.9	119.8	126.5
Montreal.....	116.7	120.9	120.7	120.2	138.4	106.5	115.5	122.8
Ottawa.....	117.8	121.5	121.6	116.9	140.5	111.4	117.1	125.8
Toronto.....	118.9	123.1	123.1	117.2	149.3	112.0	118.3	123.8
Winnipeg.....	116.9	118.4	118.4	114.1	128.4	114.0	115.6	122.3
Saskatoon—Regina.....	115.7	117.2	117.1	114.6	118.7	116.0	119.1	117.8
Edmonton—Calgary.....	115.1	117.7	117.4	114.2	121.2	113.6	118.5	121.5
Vancouver.....	120.3	121.5	121.7	118.4	129.4	112.3	128.6	122.9

N.B.—Indexes above measure percentage changes in prices over time in each city and should not be used to compare actual levels of prices as between cities.

(<sup>1</sup>) St. John's Index on the base June 1951 = 100.

## G—Strikes and Lockouts

**TABLE G-1.—STRIKES AND LOCKOUTS IN CANADA, JANUARY-DECEMBER  
1955, 1956†**

Date	Number of Strikes and Lockouts		Number of Workers Involved		Time Loss	
	Com- mencing During Month	In Existence	Com- mencing During Month	In Existence	In Man- working Days	Per Cent of Esti- mated Working Time
<b>1956*</b>						
January.....	13‡	13	17,335‡	17,335	338,340	0.38
February.....	12	22	3,884	20,144	234,795	0.27
March.....	12	22	2,324	3,243	16,875	0.02
April.....	14	20	2,500	2,772	10,050	0.01
May.....	29	33	16,420	17,855	138,510	0.16
June.....	23	36	9,576	16,815	77,775	0.09
July.....	32	39	8,260	9,193	57,820	0.07
August.....	32	52	9,387	13,463	87,710	0.10
September.....	24	48	9,631	14,069	111,200	0.13
October.....	10	40	6,867	15,315	133,870	0.15
November.....	17	36	1,940	4,241	40,860	0.05
December.....	6	18	470	1,513	15,595	0.02
Cumulative.....	224		88,594		1,261,400	0.12
<b>1955</b>						
January.....	18‡	18	12,179‡	12,179	218,985	0.25
February.....	5	12	346	2,843	20,669	0.02
March.....	7	13	1,778	2,297	15,752	0.02
April.....	16	21	1,821	2,656	25,369	0.03
May.....	9	17	2,237	3,200	40,500	0.05
June.....	24	32	5,216	6,730	47,510	0.05
July.....	19	33	7,869	10,924	95,975	0.11
August.....	15	26	2,501	6,449	92,225	0.11
September.....	17	34	18,583	23,176	214,090	0.24
October.....	12	24	4,578	23,587	384,190	0.44
November.....	13	27	1,803	21,581	379,725	0.43
December.....	4	15	1,179	17,720	340,410	0.39
Cumulative.....	159		60,090		1,875,400	0.18

\* Preliminary figures.

‡ Strikes unconcluded at the end of the previous year are included in these totals.

† The record of the Department includes lockouts as well as strikes but a lockout, or an industrial condition which is undoubtedly a lockout, is not often encountered. In the statistical table, therefore, strikes and lockouts are recorded together. A strike or lockout included as such in the records of the Department is a cessation of work involving six or more employees and lasting at least one working day. Strikes of less than one day's duration and strikes involving less than six employees are not included in the published record unless ten days or more time loss is caused but a separate record of such strikes is maintained in the Department and these figures are given in the annual review. The records include all strikes and lockouts which come to the knowledge of the Department and the methods taken to obtain information preclude the probability of omissions of strikes of importance. Information as to a strike involving a small number of employees or for a short period of time is frequently not received until some time after its commencement.

TABLE G-2.—STRIKES AND LOCKOUTS, CANADA, DECEMBER 1956 <sup>(1)</sup>

Industry, Occupation, Locality	Number Involved		Time Loss in Man- Working Days	Date Began	Particulars <sup>(2)</sup>
	Estab- lish- ments	Workers			
Strikes and Lockouts in Progress Prior to December 1956					
MANUFACTURING— <i>Tobacco and Liquors—</i> Cigar and cigarette factory workers, Montreal, Que.	1	178	3,500	Oct. 1	For a new agreement providing for increased wages and other changes, pending reference to arbitration board; unconcluded.
<i>Boots and Shoes (Leather)—</i> Shoe factory workers, L'Assomption, Que.	1	60	1,400	Sep. 19	For a new agreement providing for increased wages and fringe benefits, following conciliation; unconcluded.
<i>Textiles, Clothing, etc.—</i> Textile and knitted goods factory workers, Magog, Que.	1	452	2,200	Aug. 28	For a new agreement providing for increased wages and fringe benefits, following reference to arbitration board; concluded December 8; civic mediation and negotiations; compromise.
Sportswear factory workers, Toronto, Ont.	1	65	35	Nov. 19	For a new agreement providing for increase in cost-of-living bonus; concluded December 3; conciliation in favour of workers.
<i>Printing and Publishing—</i> Bookbinders, Oshawa, Ont.	1	39	60	Nov. 14	For a new agreement providing for increased wages, reduced hours from 40 to 37½ per week with same take-home pay, union shop and extension of vacation plan, following reference to conciliation board; concluded December 4; negotiations; compromise.
<i>Metal Products—</i> Metal name plate factory workers, Midland, Ont.	1	126	2,500	Nov. 22	For a union agreement providing for increased wages, reduced hours from 42½ to 40 per week with same take-home pay, closed shop and check-off, following reference to conciliation board; unconcluded.
<i>Non-Metallic Minerals, Chemicals, etc.—</i> Fertilizer factory workers, New Toronto, Ont.	1	6	120	Nov. 12	For a new agreement providing for increased wages, following reference to conciliation board; unconcluded.
<i>Miscellaneous Products—</i> Frozen food factory workers, Laprairie, Que.	1	50	1,200	Nov. 2	Alleged discrimination in dismissal of two workers pending union certification; unconcluded.
Orthopedic appliance factory workers, Windsor, Ont.	1	19	100	Nov. 23	For a new agreement providing for increased wages; concluded December 7; negotiations; compromise.
TRADE— Builders supplies jobbers, Jasper Place, Alta.	1	8	180	Sep. 8	For a union agreement providing for increased wages, non-wage benefits and union security, following reference to arbitration board; unconcluded.

**TABLE G-2.—STRIKES AND LOCKOUTS, CANADA, DECEMBER 1956 <sup>(1)</sup>**

Industry, Occupation, Locality	Number Involved		Time Loss in Man- Working Days	Date Began	Particulars(2)
	Estab- lish- ments	Workers			
Strikes and Lockouts in Progress Prior to December 1956					
Department store clerks, Sudbury, Ont.	1	30	720	Sep. 22	For implementation of award of conciliation board for increased wages in new agreement under negotia- tions; unconcluded.
Tire and rubber goods warehousemen, Vancouver, B.C.	1	10	90	Oct. 25	For a new agreement providing for increased wages, fol- lowing reference to con- ciliation board concluded December 13; negotiations; compromise.
Strikes and Lockouts Commencing During December 1956					
MANUFACTURING— <i>Animal Foods—</i> Fish processing factory workers, Grand Bank, Nfld.	1	93	300	Dec. 1	Alleged delay in negotiations for a union agreement; con- cluded December 5; return of workers pending refer- ence to Labour Relations Board; indefinite.
<i>Textiles, Clothing, etc.—</i> Cotton factory workers, Hamilton, Ont.	1	(3) 155	425	Dec. 10	Protesting reduced earnings on new workload; concluded December 13; return of workers pending settlement; indefinite.
Cotton factory workers, Magog, Que.	1	(4) 63	900	Dec. 10	Protest against alleged speed-up, resulting in sus- pension of workers; uncon- cluded.
<i>Metal Products—</i> Sewing machine factory workers, St. Jean, Que.	1	(5) 31	150	Dec. 6	For upward revision of classification of assemblers; concluded December 12; return of workers pending further negotiations; in- definite.
<i>Miscellaneous Products—</i> Plastic products factory workers, New Toronto, Ont.	1	28	165	Dec. 21	Alleged discrimination in dis- missal of 14 workers pending union certification; uncon- cluded.
CONSTRUCTION— <i>Buildings and Structures—</i> Building trades workers, Black Lake and Thetford Mines, Que.	2	(6) 100	1,550	Dec. 3	For a union agreement pro- viding for parity in wages and working conditions with company agreements in United States; concluded December 21; return of workers pending further negotiations; indefinite.

(1) Preliminary data based where possible on reports from parties concerned, in some cases in-  
complete; subject to revision for the annual review.

(2) In this table the date of commencement is that on which time loss first occurred and the date of  
conclusion is the last day on which time was lost to an appreciable extent.

(3) 260 indirectly affected; (4) 475 indirectly affected; (5) 43 indirectly affected; (6) 114 indirectly  
affected.

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## Explanatory Note to "Manpower Situation in Local Areas"

The system of classifying the labour market situation in individual areas is an analytical device whose purpose is to give a clear and brief picture of local labour market conditions based on an appraisal of the situation in each area. In considering the significance of the number of areas in each category, it is necessary to keep in mind the marked seasonal fluctuations in labour requirements in Canada. Labour surpluses are consistently highest in each year from December to March and lowest from July to October.

The criteria on which this classification system is based are as follows:—

**Group 1: Labour Surplus.** Areas in which current or immediately prospective labour supply exceeds demand in almost all of the major occupations. This situation usually exists when the ratio of applications for employment on file with NES to paid workers, including those looking for jobs, is more than 9.9, 11.9 or 13.9 per cent, depending on the size and character of the area.

**Group 2: Labour Surplus.** Areas in which current or immediately prospective labour supply exceeds demand in about half of the major occupations. The situation usually exists when the ratio of applications for employment on file with NES to paid workers, including those looking for jobs, is more than 5.9 or 6.9 per cent, but less than 10.0, 12.0 or 14.0 per cent, depending on the size and character of the area.

**Group 3: Balanced Labour Supply.** Areas in which current or immediately prospective labour demand and supply are approximately in balance for most of the major occupations. This situation usually exists when the ratio of applications for employment on file with NES to paid workers, including those looking for jobs, is more than 1.9 or 2.4 per cent, but less than 6.0 or 7.0 per cent, depending on the size and character of the area.

**Group 4: Labour Shortage.** Areas in which current or immediately prospective labour demand exceeds supply in most of the major occupations. This situation usually exists when the ratio of applications for employment on file with NES to paid workers, including those looking for jobs, is less than 2.0 or 2.5 per cent, depending on the size and character of the area.

The classification of areas does not depend solely on the ratio of job applications to paid workers. All areas, and particularly those in which the ratio is close to the limits of the above-mentioned ranges, are examined closely in the light of other kinds of information to see whether they should or should not be reclassified. Information on labour market conditions in local areas is obtained mainly from monthly reports submitted by each of

the local offices of the National Employment Service. This information is supplemented by reports from field representatives of the Department of Labour who regularly interview businessmen about employment prospects in their companies, statistical reports from the Dominion Bureau of Statistics and relevant reports from other federal government departments, from provincial and municipal governments and from non-governmental sources.

The term "labour market" as used in this section refers to a geographical area in which there is a concentration of industry to which most of the workers living in the area commute daily. The term is not meant to imply that labour is a commodity and subject to the same kind of demand and supply factors operative in other markets.

To facilitate analysis, all labour market areas considered in this review have been grouped into four different categories (metropolitan, major industrial, major agricultural, and minor) on the basis of the size of the labour force in each and the proportion of the labour force engaged in agriculture. This grouping is not meant to indicate the importance of an area to the national economy. The key to this grouping is shown in the classification of labour market areas on page 122.

The geographical boundaries of the labour market areas dealt with in this section do not coincide with those of the municipalities for which they are named. In general the boundaries of these areas coincide with the district serviced by the respective local office or offices of the National Employment Service. In a number of cases, local office areas have been amalgamated and the name places appearing in the table giving the classification of labour market areas and in the map include several local office areas, as follows: Montreal includes Montreal and Ste. Anne de Bellevue; Lac St. Jean District includes Chicoutimi, Dolbeau, Jonquière, Port Alfred, Rouvral and St. Joseph d'Alma; Gaspé District includes Causapsca, Chandler, Gaspé, Matane and New Richmond; Quebec-North Shore includes La Malbaie, Forestville and Sept Isles; Sherbrooke includes Sherbrooke and Magog; Trois Rivières includes Trois Rivières and Louiseville; Toronto includes Oakville, New Toronto, Toronto and Weston; Niagara Peninsula includes Welland, Niagara Falls, St. Catharines, Port Erie and Port Colborne; Vancouver-New Westminster includes Vancouver, New Westminster and Mission City; Central Vancouver Island includes Courtenay, Duncan, Nanaimo and Port Alberni; and Okanagan Valley includes Kelowna, Penticton and Vernon.

The 109 labour market areas covered in this analysis include 90 to 95 per cent of all paid workers in Canada.

### Explanatory Notes to "Current Labour Statistics"

(a) These figures are the result of a monthly survey conducted by the Dominion Bureau of Statistics for the purpose of providing estimates of the employment characteristics of the civilian non-institutional population of working age. (About 30,000 households chosen by area sampling methods in approximately 110 different areas in Canada are visited each month). The civilian labour force is that portion of the civilian non-institutional population 14 years of age and over that had jobs or that did not have jobs and was seeking work during the survey week.

(b) Total applications on file at NES offices exclude registrations from persons known to have a job while applying for another one. Means are also taken to exclude, as far as possible, persons who have secured work on their own since registration. Nevertheless, the figures inevitably include a number of persons who have found employment or who have left the labour force by the time the count is made. On the other hand, not all the persons who are looking for work register at employment offices.

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